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ABSTRACT

This packet contains the materials necessary for presentation of the second of ten modules that comprise a portion of the National Training and Development Service Urban Management Curriculum Development Project. This module focuses on issue papers which are first phase studies to be used as foundations for more extensive policy and program analyses. The packet contains an instructor's manual which presents module discussion questions and prototypical responses, a student/participant manual which includes background information on issue papers, and three case studies which form the core of the module. (Author/MK)

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ISSUE PAPER TECHNIQUES

Instructor's Manual

Prepared by Dr. Richard M. Yearwood

Module Number Two
of
POLICY/PORGRAM ANALYSIS AND
EVALUATION TECHNIQUES Package VI

Developed by

CENTER FOR URBAN AND REGIONAL STUDIES
DIVISION OF ENVIRONMENTAL AND URBAN SYSTEMS
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Package VI

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INTRODUCTION

Overview

The purpose of this manual is to provide maximum assistance to those persons who will be acting as instructors in the presentation of this module.

The module is on issue papers, and the module presents for both students and instructors an introduction to issue papers. In addition, discussion questions, emphases and material to high light are suggested for the instructors.

The instructional strategy here is to present a series of three scenarios, each of which includes sufficient data for participants to draft an issue paper. After presentation and discussions of the scenario, an issue paper is to be drafted; then portions of various papers can be read and discussed by the class participants. This allows the instructor to critique the issue paper efforts, and the result should constitute a broadened understanding for all involved of the potential of the issue paper technique.

Also, in a further effort to assist the instructor, prototypical issue papers (from the module pre-test) have been included.

Objectives

The goal of this module is to improve the capability for local government decision making. The module's objectives, in promotion of the goal, are to

1. demonstrate that decision-making is complex, but
2. show that a formal approach--such as the issue paper technique--can bring order to the situation and increased understanding through focusing on asking the proper questions and analyzing the impact of alternatives.

Description of Instructor

The module instructor should be versed in public policy, public management, and decision-making. A "pure" academic type instructor would not work out as well as an individual with solid academic base and a good deal of experience in government, either as employee or consultant.

Description of Audience

It is assumed that the participants in this module will be persons currently employed in local government in management positions. No particular level of experience is assumed.

Description of Setting

No unique setting is required for the presentation of this module. All that is required is a room, these materials, an instructor, some participants, and necessary support systems somewhere on hand for a two day session.

Time Needed

Contact time for the module is two days, running 9 A.M. to 5 P.M. Participants will be working on their own during a portion of these two days, but will be in the classroom with the instructor available.

Out of class time is envisioned to include approximately two hours on the evening of the first day in study of Scenario II.

The following timetable is suggested for presentation of the module.

Resources and Activities

The instructor must be able to present the module material, discuss it, respond to questions, and provide guidance to the participants in understanding this technique and learning to put it to work in a beneficial way.

The instructor need have no other capabilities, such as showing movies or presenting slides.

No role playing is called for in this module, though an instructor skilled in that area could use that strategy to good advantage with the materials in either of the scenarios.

Generally, what is called for in the presentation of this module is what academics would think of as a seminar approach, and non-academics would see as a workshop approach probably.

Glossary of Terms

No glossary of terms is thought to be necessary for this module.

Further Comments to Instructor

Hatry, et als., Practical Program Evaluation ... suggests systematic procedures that can be applied in the issue paper technique, and covers objectives, clientele groups, and evaluation criteria in Chapter II. Exhibits 4-6, pp. 27-30 would be helpful to persons working on issue papers.

Hinrichs and Graeme, Systematic Analysis covers major categories of systematic analysis, including discussion of objectives, constraints, externalities, time (cost), risk, and uncertainty. It also provides a series of case examples, followed by analytic solutions.

The appendix, pp. 144-152, is very good in discussing the steps to be followed in program analysis (similar to issue paper steps).

Hatry, et als., Program Analysis for State and Local Governments, is very good in discussing the steps in putting an issue paper together (Exhibit 2, p. 4); is also good on identifying goals and objectives (p. 44 ff); and is good in its treatment of criteria for selecting effectiveness measures (and in generating objectives (pp. 47-50 especially).

The instructor should be familiar with these materials.

Instructions for Using This Manual

This brief instructor's manual is designed to be used in conjunction with the Participant/Student Manual developed for this curriculum module. Introductory materials and case study/scenarios are contained within the Participant/Student Manual. This instructor's manual provides discussion questions on each case study/scenario and prototypical reponses for two of the scenario assignments. After the participants have completed their efforts with each scenario assignment, the instructor may want to distribute copies of the prototypical responses for purpose of further discussion and/or comparison.

The instructor may want to depart from the manual and the suggested timetable (page VI.2.1 of the participant's manual). For example, it may be desirable to cover only one or two of the scenarios, depending on time available and on the level of interest and discussion that a particular scenario generates. It may also be desirable to select a problem, program, or issue area suggested by a class participant and pursue that issue, utilizing the techniques described herein. This module is designed to facilitate that kind of flexibility.

CASE STUDY/SCENARIO II: DISCUSSION QUESTIONS

For this scenario the instructor needs to probe with participants the phenomenon of annexation, and try to realize articulation of the purposes, myths, and emotions of the whole question of annexation.

Important to emphasize here are, among others perhaps, the following:

(1) The traditional "growth is good" and "bigger is better" philosophy
(2) How annexation fits in the growth syndrome
(3) The need to understand the financial--and other real--costs of annexation

The instructor could present such questions as:

(1) Why do cities annex territory?
(2) For population gain? Gain in land area? Increase in tax ratables?
(3) What does annexation mean financially to a municipality?
(4) Should there be (some) limits on a city's power to annex? What kinds? How will they work?
(5) What would be the impact on the city if it were severely limited in further annexation?
(6) Impacts of annexation on the people in annexed area?
(7) Impact on the county in which the annexing city is located?

This writer's experience has been that presentation of a few of these kinds of questions will initiate a strong discussion.

The instructor also should be aware that there is no "right" answer for this scenario.

After all, the purpose of an issue paper is not to come up with an answer as the conclusion for the paper; the purpose is to structure an approach to a problem, a structure that will consider the complexities of the problem situation, establish alternatives, and--in a preliminary way--evaluate those alternatives.

In the real-life situation on which this scenario is based the local governing body for Wabash decided to--and did--annex both Barr and Alton. (They were challenged in court, but then most annexations are!)

The possibilities here include:

(1) Dropping plans to annex Barr-Alton
(2) Delay--call for further study
(3) Try to combine Barr with some area other than Alton, in order to escape the presumptive invalidity of annexing a "substantial industrial area"
(4) Annex Barr alone--and figure to go to court when challenged
(5) Annex Barr and Alton on the basis that they must be annexed for the city to have an orderly annexation process--it would be haphazard to ignore these two areas so close on the city's fringe.

Prototypical Response

A prototypical response follows. It is for purposes of illustration and comparison. The instructor may wish to distribute copies to participants <u>after</u> they have completed the assignment, for purposes of comparison and elaboration.

PROTOTYPICAL RESPONSE II

Introduction

The following Issue Paper is written in an expanded-outline format, for purposes of easy scanning and completeness of content. It is for discussion and possible future action on more detailed and complete studies as may be authorized by Council. It is intended to be objective and is not intended to imply a position on the part of the City Manager's office.

Sources and Elements of the Problem

Origins of the Problem

It has become apparent that the city faces space and revenue needs, and there has been an expression by civic leaders that there is a definite need for the city to continue its 20-year expansion program by:

- Expanding to allow continued orderly industrial growth.
- Incorporating land for additional moderate-density residential development to serve workers at existing and future employment centers and service facilities.
- Provide an assurance that needed recreational land and future land reserves will be available within the city boundaries.

Symptoms of the Problem

The city schools are experiencing a slight decline in enrollments, there are no industrial parcels existing within the city of sufficient size to attract other than marginal new industrial development, there is a shortage of rental apartment housing at a moderate-income level for workers and students, and the city is deficient in parks and recreational land.

Root Causes of the Problem

The root causes of the problem are not necessarily negative, but are, rather the result of the city's growth and attractiveness to mature families without children at home, single industrial employees, college students; and of the aging housing stock within the city. Expansion of existing industries has utilized much of the available large-tract industrial land, and service and commercial concerns have increasingly been building upon larger tracts of land. This phenomenon is common in growth-center cities in this region.

Reasons for Attention

Among the reasons for attention to this problem are:

The financial situation of the city may deteriorate if additional lands and tax ratables are not brought within the corporate boundaries.

Surrounding development may not be required to meet city standards, which will cause problems and unnecessary municipal expenditures at such time as they may be annexed.

The city is already providing water service to a much larger area than its corporate boundaries, and will soon be doing so with its sewage disposal facilities. It is reasonably certain that, with the extension of such facilities, urban type growth will occur in areas so served and that the need for other urban services will appear. Thus, extension of the corporate boundaries may be justified.

Groups or Institutions Affected

Annexed population-in general, the annexed population will benefit from receiving city services, but may disbenefit from higher taxes. Appendix A includes specific data on the characteristics of the populations of the Barr and Alton districts. As can be seen, the Barr area contains approximately two-thirds as many people as the Alton area.

The educational levels and income of Barr residents is higher than in Alton, and the housing stock, though fewer in number than that in Alton, is an average of three times the value of that in Alton. One problem which may arise is that most of the housing stock in Alton will probably not meet the city's Housing Code. The topography of Barr is suited for development, since it is relatively level and has stable soils, while Alton has a very rugged and rocky topography. Alton's land configuration poses problems in constructing proper streets and in providing adequate water and sewer service due to the expense of removing rock. Neither area is currently served by sewers, but the Barr area has adequate water service. Alton's is totally inadequate. The Barr area has half-again as many existing streets (paved and unpaved) as Alton, though its population is only two-thirds that of Alton, and while Alton's unpaved streets are 40% of the total, unpaved streets in Barr represent only 23% of the total in that area. Streets in Alton present another problem--that of fire service--since many are narrow, dead-ended or too steep for fire equipment to be able to use them.

Institutions Affected-The major non-residential facilities which will be affected will be the five industrial plants in the Barr area, which will face a substantial tax increase. It is possible that these manufacturers may bring suit against annexation on the basis of state law which contains a clause that there is a "Presumption against the validity of annexation if the area annexed includes substantial industry." The law is not clear as to the definition of "substantial," but presumably if Alton were not annexed with Barr, a suit might go against the City. The industries represent a substantial tax ratable increase for the city, however.

Benefiting population-The residents and taxpayers of the city will benefit from the addition of expansion land suitable for industrial development as well as the tax ratables from the annexed industries, while the annexed population will benefit from increased services and public works projects. The industries can benefit from increased fire protection, even though their taxes will increase. The residents of Barr will benefit from the improvements to the Barr school which the city would provide (anticipated cost, $31,450.00).

Related programs affecting annexation-County programs will have a minor effect upon annexation, since the city may wish to reconsider current zoning, will be required to assume responsibility for educational, health, welfare, and other normal governmental urban functions. Costs of doing so are discussed below.

Related programs affected by annexation-All city service agencies and public works programs will be affected by the proposed annexation. Neither Barr nor Alton have sewerage facilities, streets are not constructed to city standards (even those paved since they have no curb or gutter), street lighting is inadequate, and the problems of providing underground utilities in Alton have been described above. In addition, all city services, including fire, police, education, health, welfare, and recreation will incur increased costs and staff loads. Additional capital costs for fire and police substations, health clinics and recreation centers are potential budgetary problems. Appendix B contains detailed budgetary data for the past fiscal year for the city, and anticipated costs and revenues for the Barr-Alton annexed areas. These potential new costs and revenues are summarized below (Note that these costs do not include increased Welfare benefits for the disadvantaged in the Alton area):

Anticipated Costs/Revenues--First Year of Annexation

	BARR	ALTON	TOTAL
General Costs	$ 73,211.80	$ 92,479.00	
School Costs*	111,450.00	----	
	$184,661.80	$ 92,479.00**	$277,140.82
Revenues	$105,372.52	$ 65,152.26	$170,524.78
First Year	$ 79,289.28	$ 27,326.76	$106,616.04

*Purchase and renovation (one time cost)
**No welfare costs are included in this total

NOTE: Without the added costs associated with the Barr school, the city would have netted a $32,160.72 surplus of revenues over costs from Barr, which would have reduced the total first year loss to $74,455.32. The city currently enjoys a $1,019,739.12 surplus (5.9% of the total budget).

Goals and Objectives Associated with the Problem

The overall goal for the proposed annexation is to assure continued stability, growth, and financial responsibility.

Objectives relate directly to the statements made earlier in this paper and are:

To allow continued orderly industrial growth.

To assure sufficient land for moderate-density residential development.

To assure sufficient land for recreation and parks.

Effectiveness Measures

It is suggested that, if annexation should be seriously pursued, a system of effectiveness measures be established to provide an in-depth analysis of the probable effects upon the city of the annexation, based upon the objectives defined above. Such an analysis should examine current performance and expenditures, estimate current impacts of the city's resources upon this performance, estimate in depth the probable impacts of the annexation, and define the desired levels of performance following such annexation.

Data Needs

In order to accomplish the above, the city should cooperate with the Tri-County Regional Planning Council to utilize its data bank of information and its computer capability. There is a possibility of obtaining federal funds to assist in such a data processing program. Obtaining detailed data and analyzing it as suggested above will give a much clearer picture of the effects of annexing Barr-Alton than this brief paper can. Appendix 3 contains a description of the types of information needed, that which is available from Tri-County, and the methodologies and framework for analysis which could be employed. The city, in conjunction with Tri-County has capabilities to do so without need for outside consulting assistance.

Alternatives

There are several alternatives which may be considered within the framework of the proposed annexation, which are predicated upon the following questions:

Should the city annex?

If so, should it annex Barr-Alton?

If so, should it annex elsewhere?

If Barr-Alton is annexed, what are the best uses for the annexed areas?

Based upon the above, some alternatives may be stated as:

Do not annex

Annex Barr-Alton

Reconsider annexation to the east, instead of Barr-Alton

If Barr-Alton is annexed, the land in Alton which is currently undeveloped could be purchased for a major park and recreational area.

If Barr-Alton is annexed, the substandard housing could be removed, a re-housing program instituted for current residents, and the area could be redeveloped for desireable housing areas, in combination with park and recreational uses.

Recommendations

This paper is presented to Council for consideration of as many of the effects of the proposed annexation as can be anticipated at this time. It is recommended that Council consider the facts herein presented and advise the Manager as to the future course of action they wish the administration to pursue. Contained in the text above are descriptions of the types of studies we recommend, should continued consideration of the annexation continue. Specifically we recommend the following courses of action as alternatives for Council to consider:

Undertake a full-scale study of the effects of the annexation or the alternatives.

Continue a low-priority, low-budget analysis

Terminate analysis if annexation does not seem desireable at this time.

Appendix

Appendices A, B, and C are attached in the following pages.

APPENDICES:
The Barr-Alton Annexation Question

The Problem

1. The need for more space in which to grow

In the past the city has been fortunate in its ability to attract new industry. New industries have provided more jobs and broadened the tax base. Growth has also meant urban expansion outside the city limits. In order to recapture losses in revenues and population and to provide more integrated programs of services to metropolitan residents, the city has frequently exercised its power to annex adjacent territories.

2. The declining school enrollment

Declining school enrollment in the city has been sited as a problem in that the decline may cause a reduction in federal and state school aid. Annexation may add more students to the system and offset this problem.

3. The need for more open space

To augment or improve the quality of life for city residents, additional space for recreational purposes may be obtained through annexation.

4. Future revenues

Council may wish to annex areas of greatest growth potential in hopes of broadening the tax base and increasing job flexibility for city residents.

Goals

1. To promote an orderly plan for community growth and development that will benefit all citizens.
2. To provide greater flexibility in job opportunities.
3. To provide a broader range of goods and services to the community.
4. To improve the local tax base.
5. To provide more open space for recreation.
6. To provide a wider range of choice in housing types and locations.

Objectives

1. Active planning efforts in terms of community growth and development through the projection of future social, environmental and economic needs.

2. Continual surveillance of areas and firms having potential for impacting the city's economic base.
3. To project increases or decreases in local tax base.
4. To acquire and conserve scenic areas for recreational enjoyment.
5. To direct the location of alternative forms of housing.

Characteristics of the Barr-Alton Area

Almost all of the area immediately surrounding the city has been annexed except for the Barr-Alton area. Annexing Barr-Alton would "round-out" the circle of previously annexed territory. However, Barr-Alton is actually two distinct different areas whose physical and demographic characteristics call for separate analytical attention.

Barr

Size: 642.6 acres
Topography: level to gently rolling
Population: 260 and slightly declining
Developed Acres: 23% - 9.0% residential
1.2% commercial
5.2% industrial (5 industrial - 1500 workers)
Undeveloped Acres: 77%
School age children: 102
Zoning: for industrial, commercial and medium density residential
Transportation: bisected by major highway
adequate secondary road system for industrial usage
Water and Sewer: private
Expenditures: $73,211.80
Revenues: $105,372.52
Net Revenues: $ 32,160.72

Alton

Size:
Topography: rough
Population: 260 and slightly declining
Developed acres: 5.3% - 4.0% residential
.05% commercial
1.25% roads and utilities
Undeveloped acres: 94.7%
School age children: ?
Zoning: ?
Transportation: rudimentary road system with low capacity for vehicular traffic
Water and Sewer: private
Expenditures: $ 92,479.02
Revenues: $ 65,152.26
Net Revenues: $-27,326.76

Barr-Alton

Size: 1567.8 acres
Population: 670
Expenditures: $165,690.82
Revenues: $170,524.78
Net Revenues: $ 4,833.96 * excluding cost of acquiring Barr school

Groups Impacted by Annexation

Barr Five industries located in Barr expect significant increases in taxes from annexation. These industries protest the annexation because they have paid for their own sewer and water and expect no significant benefits from the supply of other city services in the immediate future.

Alton Alton's population is largely poor and rural. The impacted nature of poverty in the area may enable the city to receive additional revenue sharing monies and poverty money from the National Community Development Act, etc. for upgrading structures, educational facilities and job training services for these residents. On the other hand, the poverty of these residents will make it difficult for them to conform to city building codes and to pay for the increase in taxes.

Wabash The city should project the short and long range costs of operating and maintaining city service extensions to the area. The city faces the possibility of paying for services in excess of the benefits to be derived from annexation.

Beneficiaries of Annexation

Wabash The city may receive additional revenue sharing funds from increasing population. It also may receive additional revenues from property taxes. Depending upon the expansion capabilities of the five industries in Barr, the city may be able to increase job possibilities for city residents and by annexing Alton may gain additional space for recreation.

Alton As an impacted proverty area the city may be able to start poverty programs for these people with federal funding.

Related Programs

The following are city programs which may be coordinated with the planned development of the annexed territory:

1. Wabash street construction program
2. Water and sewer expansion program
3. Consolidated utility district financed largely by an EPA grant of 7 million dollars.

4. Water system improvement program
5. School renovation program

Issues Related to these Programs

1. Bonded indebtedness ceilings on present city debts.
2. Projections of O&M costs for city services, particularly water and sewer.
3. Power of consolidated utility district to tax or go into debt.
4. Capabilities of fire and police protection programs to be extended.
5. Priorities attached to improvement of existing schools and extension of sewer services to present city residents.

Assumptions

1. Water and sewer extension costs will be minimal for Alton area.
2. There will be community pressure for growth in the Barr area.
3. The Alton area is ill suited for physical development.

Measures of Effectiveness

1. Percentage increase in land available for the following: residential, commercial, industrial, recreational
2. Percentage increase in number of school age children
3. Percentage increase in level of educational attainment and vocational training facilities

Alternatives

1. Do nothing
2. Wait and see if development is really going to occur in Barr
3. Annex only Barr with perhaps some additional property in Alton
4. Annex only Alton for recreational space.

Framework of Analysis

1. Project future housing needs
2. Instigate an economic base study using shift/share analysis
3. Do a cost/benefit study of benefits and costs of annexing each area separately and together.

CASE STUDY/SCENARIO III

Scenario Assignment

The participants should assume the role of the new county administrator, being in the job ten weeks, after working for the District Health Office for three years.

They are to develop an issue paper to share with the Board of Supervisors, to help them focus on the specifics of this situation and to help them understand what all is involved in such a circumstance.

They should approach the development of the issue paper with the goal in mind of covering all relevant aspects of this problem so that the Board will be able to understand, and more importantly, be able to take the next step--whatever that may be.

Discussion Questions, Emphases

This scenario revolves around growth and how to cope with it. Specifically, Scenario II gives us an example of a rural county adjacent to a growing city-urban county complex. It is a rural county beginning to experience spillover growth and wondering what to do about it.

Here it is important to emphasize the following:

1. The traditional "growth is good" syndrome
2. The nature and characteristics of this county

The instructor could present such questions as:

1. What do the people of this county think about growth?
2. If they want growth, where do they want it?
3. What kind(s) of "growth?"
4. Do they like their county as it is?
5. If so, do they feel that growth may change the county? How?
6. What would the impacts of growth be?
7. Financial impacts? Social? Economic? Political?
8. Does the county have any goal for itself? Do the goals (if any) address growth and what it means?

It should be no trouble to explore the whole issue of growth, impacts, and management, because of the recent and continuing concern with the phenomenon.

The instructor probably would be aware that alternatives could include:

1. Do nothing and let "nature" take its course
2. Try to halt growth entirely in the county through a variety of means:

   --large lot zoning
   --moratoria - on zoning changes
   - subdivision plot submission
   - water corrections
   - sewer corrections
   -- prohibit individual sewage disposal systems
   -- and so on

If these devices were used, court test would likely occur, with the result that the efforts to completely halt growth would be fruitless.

3. The county could try to channel the growth into areas where

   --population densities could be higher than in the rural areas of the county, and
   --where adequate public services and facilities exist or could be provided without great and undue expense and disruption of the county and its finances.

Possibilities

Development along major highways (Routes 20 and 30)
Good or bad?

Clusters in and around existing population centers in the county, Barnardsville, Tucket, etc.

PROTOTYPICAL RESPONSE
SLOANE COUNTY

Problem

Sloane County has remained a relatively stable agricultural county for many years. Recently the county has been experiencing an influx of population. In addition to population increases Sloane County has been faced with a proliferation of second family homes. Many of these homes are poorly constructed, severely eroding, and many of the man-made lakes associated with them have situation problems.

Most of the recent population increase has settled in the southest corner of the county, adjacent to Rurbania. This recent growth in population and second family homes has caught the county unprepared. It has forced the county to realize that it has no management plan with which to respond to, or direct growth. Therefore, attention is focused upon the impact of existing growth and the need to develop management techniques for future utilization.

Target Areas

Sloane County typifies a small rural county exhibiting low population levels, low educational levels, low median income, substandard housing, a stagnent-if not decreasing-economic base, and a heavy emphasis upon agriculturally-oriented jobs.

The western side of the county is steep and not readily conducive to development. The only towns of any appreciable size are the county seat of Barnardsville, and Tucker, each located on one of the major highways which cross Sloane County, Route 30 and Route 20 respectively (actually Tucker is at the intersection of the two).

The area of primary important initially is the area in the vicinity of the southeast corner. This area lies adjacent to Rurbania and is serving as a bedroom community for Rurbania. The area is within easy access to Route 20. The land is flat, sparsely populated, and suitable for development. The proposed sewer lines will service this area. County schools are available in Barnardsville, approximately one-half hour away.

If growth is to continue for the purpose of housing Rurbania's spillover population, it is likely that development will spread from the southeast corner as far west as Barnardsville, and as far north as Tucker. I don't believe portions of Sloane County not easily accessible to Rurbania and within easy commuting distance will experience growth. Pressures from the west (Clarksburg area) have not been too great. The current growth reflect more the desire to be close to Rurbania than a desire to settle in Sloane County.

Gains/Losses

Growth in Sloane County will serve to stimulate the economy somewhat. With the influx of residents will come increased revenue from taxes, added money into the housing market, and perhaps the commercial market of the county also, although that is limited. Most of the housing will have to be constructed, thus providing employment to county residents. However, the new residents will also require services which, if growth is not controlled, may outweigh any benefit to the county. The need for schools, roads, sewer, water, fire and police protection demonstrate the multiplicity of demands, and the costs of providing these, especially initially, would be extensive. If development clustered in the southeast corner there would also be increased congestion and traffic on Route 20.

The new residents are likely to gain from locating in Sloane County. Their taxes are likely to be lower, housing will be newer, and less expensive, they will avoid the "hectic pace" of Rurbania and commuting time will be relatively short. The cluster development design will benefit both the new residents and the county by promoting the efficient use of land while controlling the extent and location of development. Cluster development is also less costly to the developer.

The new residents may lose in terms of some convenience--such as neighborhood grocery stores, 7-11s, or fire departments.

Related Programs

In addition to, or in conjunction with, a growth management plan would be the zoning of the area. Is the zoning program established, and is it effective in handling this growth? Also, a capital facilities plan should be developed which would address such services as sewer and water. The capital facilities plan could allow sewer and water connections to be staged, therefore also controlling growth. In addition, Sloane County could investigate possible federal aid, such as grants for waste water treatment plants, school renovation, or new fire equipment. The success of these suggestions or programs could greatly help Sloane County to handle its growth.

Goals and Objectives

The goals of Sloane County are similiar to most rural counties experiencing the impacts of spillover growth. They seek to provide for orderly development and economic growth while maintaining the rural character of their community.

The objectives to obtain these goals should include a citizen education program, the development of housing in clusters so as to balance open space and development while also promoting a sense of community, to increase the amount of low income housing to help county residents, and to promote quality economic development that will employ

county residents while broadening the tax base. The key to orderly development in Sloane County will depend upon the knowledge and ability of local officials in determining how much growth, where, and when. Since growth is just beginning (from Rurbania) offical have the possibility to manage it for the benefit of the county and its residents.

Alternatives

To properly manage growth in Sloane County there are several alternatives. These will be mentioned briefly.

1. Do nothing. While a valid consideration, it is not recommended. The knowledge is available and help can be obtained from the Regional Planning Commission. Perhaps the growth will stop and things will return to normal. Perhaps not. It will be best to be prepared.

2. No growth. Sloane County could implement controls on the development and use of land which would effectively curtail growth. An example would be a moratorium on water and sewer hook-ups. In the case of Sloane County I think this is too drastic. The county can handle growth--and if the growth is well planned--it can benefit from it.

3. Limited growth or focused growth. I believe this is the best alternative for Sloane County. Growth is occurring presently due to the pressures from Rurbania. Growth is not occuring at any other locations within the County, and it is not expected to. However, the growth stemming from Rurbania is likely to continue, and even increase. In response to this, Sloane County should develop a growth management plan that focuses growth not only in the desirable area--the southeast corner--but in clusters within that area. Through an awareness of the existing siutation and the resources or tools for managing growth, Sloane County can attempt to optimize its role as a bedroom community. With the political cooperation of Sloane County officials and the aid of the Regional Planning, Sloane County can effectively utilize land use controls in such a manner as to encourage development that is compatible with the character and interests of the current county population.

I S S U E P A P E R T E C H N I Q U E S

Participant/Student Manual

Prepared by Dr. Richard M. Yearwood

Module Number Two
of
POLICY/PORGRAM ANALYSIS AND
EVALUATION TECHNIQUES Package VI

Developed by

CENTER FOR URBAN AND REGIONAL STUDIES
DIVISION OF ENVIRONMENTAL AND URBAN SYSTEMS
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Package VI

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Module Timetable

First Day

9:00- 9:15	Instructor - Announcements, Introductions, Organization
9:15-10:00	Distribute "Issue Papers - Purpose and Format" Discussion of Technique
10:00-10:30	Presentation of Scenario I
10:30-10:45	Break
10:45-12:00	Discussion of Scenario I; Assignment
12:00- 1:00	Lunch
1:00- 2:00	Draft Issue Papers
2:00- 3:00	Read and Discuss Issue Papers
3:00- 3:15	Break
3:15- 4:00	Present Scenario II; Assignment
4:00- 5:00	Discussion and work on issue papers Overnight Assignment: Draft Issue paper

Second Day

9:00-10:15	Read and Discuss Issue Papers
10:15-10:30	Break
10:30-12:00	Present Scenario III; Assignment
12:00- 1:00	Lunch
1:00- 3:15	Discussion and work on Issue Papers
3:15- 3:30	Break
3:30- 5:00	Read and Discuss Issue Papers

PURPOSE AND FORMAT OF AN ISSUE PAPER*

A problem or issue cannot be solved or even considered in any way until it is recognized. Most organizational activities are performed with reference to some set of standards, either formally established by persons of authority or perceived instinctively. The realization that a problem exists comes with an awareness that some situation exhibits a noticeable departure from these standards. It is this perception or "sensing" of a situation as being "out-of-phase" with some set of acceptable conditions that sets the problem-solving process in motion. Very often, this perception is merely a sense of uncertainty or doubt that exists because the constituent elements in some segment of the broader environment are unsettled or are not unified. In other situations--where a management information and program evaluation system or its equivalent has been organized and is operational, supporting the principles of "management by exception"--the sensing of problems or issues may follow very orderly, predetermined processes, with the "sensors" finely tuned to pick-up particular anticipated deviations. The techniques of issue paper development are designed to sharpen these perceptions of problems.

Basic Concepts

As originally conceived, the purpose of an issue paper was to explore a problem in sufficient depth to provide decision-makers with a fairly complete idea of its dimensions and the possible scope of its solutions. On the basis of this initial exploration, decision-making could then determine further courses of action and commitments, including the development of more definitive studies leading to specific policy and program recommendations. In practice, however, the issue paper has evolved as a formal, systematic assessment of all that is currently known about a particular problem or issue, based on data that are readily available--it does not involve additional in-depth analyses or extensive data gathering efforts. Thus, the issue paper serves as a first phase study, establishing the foundation for more extensive policy and program analyses as may be indicated by this problem perspectus.

An issue paper attempts to identify the real problem or problem set, to isolate the fundamental objectives involved, to suggest appropriate measures of effectiveness and alternative courses of action, and to identify the population subgroups currently affected or likely to be impacted by the problems. Government agencies and private sector organizations concerned with various aspects of the issue are listed, and resources currently available and those that can readily be applied to the problem are identified. An issue paper stops short, however, of the actual investigation and evaluation of the impacts of the various alternatives--for otherwise it would be the analysis itself. Originally developed in conjunction with PPBS techniques, the issue paper has received widespread application in a broad range of public problem-solving situations.

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*The following materials (page VI.2.2 through VI.2.7) are adopted from a manuscript by Dr. Alan Walter Steiss entitled Performance Administration and are reproduced here with the permission of Dr. Steiss.

An issue paper seeks specific answers to such critical questions as:

(1) What is the magnitude of the problem? How widespread is it currently, and how important is it likely to be in the foreseeable future?

(2) What public goals and objectives are associated with the identified problem, and what is its impact on these objectives?

(3) What measures of effectiveness can be developed to monitor progress toward the resolution of the problem and the attainment of the associated goals and objectives?

(4) What specific activities relevant to the problem are currently being undertaken by government, and what alternative programs or activities should be considered for meeting the problem?

To be reasonably certain that no aspect of the problem is overlooked, it is appropriate to work through a standard formal in fairly systematic fashion even though all of the required data and information may not be available or may not be the desired form in terms of accuracy or dependability.[3] In addition to assisting in the further articulation of the problem and the identification of related problems, by-products, and spill-over effects, such a format can help to provide an appropriate management perspective to problem solving.

The major elements of a standard issue paper format are outlined and discussed below. Since the original format for the issue paper was designed primarily for use with PPLS systems, in application to other problem situations it may be necessary to omit certain sections. In some cases, it also may be desirable to add categories, for example, one dealing with constraints, including political factors, that may be pertinent to particular alternatives.

An articulation of the sources and background of the problem provides the first basic element of an issue paper. This section should offer a clear and concise description of the problem, issue, or situation for which further analysis is proposed, identify the origins of the problem; specify the particular manifest symptoms; and, to the extent possible, suggest some of the root causes. Since it is important to distinguish between symptoms and causes in order to identify the real problem, basic cause-effect relationships should be clarified to the extent that they are known. It is also important at the outset to give reasons for attention to the particular problem--to identify why the situation warrants the assignment of analytic resources at this time and the possible consequences if the problem is permitted to continue unabated. Such a statement serves to justify the expenditure of public funds for analysis.

The groups or institutions toward which corrective activities are directed should be identified as the second basic element of the issue paper. Often the exact "who" or "what" that serves as the target of a program or decision to eliminate a problem is ambiguous. Thus, it is necessary to spell out the specific target population, if it is other than the general public, and to provide general characteristics, such as age group, race, income class, special needs, and geographical location. For example, if a health program were being considered, the target group might be those with a particular illness or those who were in a high-risk category. It also is important to distinguish between those persons who are actually in the target group and the impacted population to be included if certain alternatives are undertaken. If, for example, the problem under analysis stems from current welfare eligibility standards, the actual target group might be would include all those presently eligible to claim benefits plus (or minus) any categories of individuals that would be affected by contemplated changes in the rules.

It is also important to identify the beneficiaries of efforts to resolve the problem, these may or may not be the same as those in the target group. For example, wherease criminals would be the target group of a law enforcement program, the victims and potential victims would be the beneficiaries of such a program. The question of who gets the benefits and who pays the costs is central to the resolution of most public policy problems and issues. Therefore, it is important that these groups are clearly delineated (to the extent possible, it would be desirable to have quantitative estimates and projections of the numbers in the various beneficiary and target groups) so as to alert decision-makers of these existing and potential "clientele groups."

The issue paper should provide a list of specific activities currently underway in related programs that affect (or potentially could affect) the problem. Such programs should be identified, and to the extent possible without inordinate effort, related program costs and their impacts on the target and beneficiary groups should be estimated. Indications of the number currently being served by these programs and projections based upon whatever plans are known are helpful. It is important to make the list as complete as possible: federal, state, city, and county, as well as private sector programs should be identified. Any new efforts to achieve the same or essentially similar objectives should obviously be integrated and coordinated with those of all other agencies having effect on the problem or issue.

Goals and objectives associated with a particular issue or problem must be identified in a clear, careful, and precise manner. Otherwise, it is very likely that further analysis will come up short for lack of adequate direction. Imprecise or incomplete statements of objectives may result in misconceived measures of effectiveness, incorrect and ineffectual specifications of alternatives, and misdirected investments of resources that have little hope of favorably affecting the problem under analysis. An issue paper, therefore, should suggest objectives toward which programs for meeting the problem should be directed. In this connection, it is important to look beyond the immediate situation to call attention to longer range goals. Any possible negative spillovers on other public programs should also be identified.

There are no simple, sure-fire procedures for insuring that objectives will be directly and perceptively specified. One techniques that may be helpful at this stage is to enlist several other people in the discussions--critical, skeptical-minded outsiders who are not involved with the substance of the problem under analysis often can provide important insights that may escape those who are closely associated with the problem analysis. A thorough exploration of the issues at hand with such individuals will increase substantially the likelihood of identifying objectives that point toward the real goals.

In order to measure goal achievement, effectiveness measures must be formulated and applied. Effectiveness measure involve a scoring technique for determining the state of a given system at a given point in time. They are indicators which measure direct and indirect impacts of specific resources in the pursuit of certain goals and objectives.[2] Under this approach, goals are defined by: (1) establishing current levels and types of performance in discrete categories, (2) estimating the current impacts of resources upon this performance, and (3) then defining desired levels and types of performance provides a base from which change may be defined and evaluated.

An important assumption in the development of normative statements of performance (goals and objectives) is that they can be derived or inferred from current conditions (but are not limited by those conditions). This means that current operations and their effects must be continuously under surveillance, i.e., the basic data-collection element of the performance administration model cannot be a "one-shot" survey. This continuous evaluation of performance is probably the most effective means available for initiating and maintaining a goal-oriented planning and decision making system in an existing organizational structure.

A framework for analysis should be identified to suggest the methodological approach that would be followed if the issue paper leads to a full-scale analysis. For example, the applicability of various management science techniques, such as linear programming, might be discussed and weighed against the need for more innovation-oriented problem-solving techniques. It is important, however, to establish this framework and to test its efficacy against what is known about the problem in order to determine if extensive new data will be required to operationalize the selected approach. Such discussions of appropriate methodologies often can assist in the further clarification of the problem under study.

It is also important that major assumptions are clearly delineated, since these assumptions will play a critical role in determining the nature of the analysis. An otherwise sound analysis may turn out to be unsatisfactory simply because somewhere along the way a hidden, and therefore unquestioned, assumption was made that turned out to be invalid or otherwise inappropriate.

An attempt should be made to identify a broad range of alternatives, even though some of them may seem, a priori, impactical, too costly, technically infeasible, or highly unorthodox. Later, when the full-scale analysis is underway, many of these alternatives may be rejected. However, at the outset it is important to take a wide-open, free-wheeling, unconstrained look at all of the possibilities. While it is probably adequate to focus primarily on the "pure" or distinct alternatives, where it seems obvious, the possibility of mixed solutions or combinations and permutations arising from the basic alternatives should also be discussed.

For each alternative, certain items of information should be supplied, including the following:

(1) A brief description of how the alternative works, the personnel and equipment required, the facilities needed, the policies involved, the technologies used, the agencies involved, and the activities to be carried out.

(2) An estimate (to the extent possible, both qualitative and quantitative) of how effective the alternative is likely to be in meeting the objectives as determined by any of the suggested effectiveness measures.

(3) Some estimate of total costs associated with each alternative should be given in the issue paper; to the extent available data will permit, these costs should be disaggregated by major cost categories and in terms of the anticipated sources of funding.

(4) Spillovers, side-effects, by-products, or externalities--those unintended effects that impact persons or things outside the problem or issue under study--should be identified in qualitative terms, noting who bears their costs or enjoys their benefits.

(5) While an issue paper can do little more than made a very tentative comparison of alternatives, some effort should be made to rank the possible courses of action to provide some preliminary indication of which approachs should receive priority in further investigations.

(6) Other considerations that might be identified include questions of risk and uncertainty association with various alternatives, social or economic constraints, required attitudinal changes, matters of political feasibility, and so forth.

Among the recommendations that might arise from the preliminary analysis required to support the development of an issue paper are: (1) to undertake a full-scale study, (2) to continue the analysis, but on a low priority basis, or (3) to terminate any further analysis since the problem is below some threshold of concern. Occasionally, sufficient

information may come to light during the development of the issue paper to provide the basis for decisive conclusions regarding one of the alternatives, thus warranting an immediate action recommendation. In such cases, the preliminary design to initiate the study has, in fact, become the study.

Since a primary purpose of an issue paper is to produce a document that is concise and clear enough to be read it its entirety by decision-makers who have to make up their minds whether to continue with a full-scale analysis, it may be appropriate to include much of the technical materials in an appendix. Such an appendix (or appendices) might include extensive authoritative references, footnotes, back-up tables, charts, raw data, computer print-outs, extensive calculations, special exhibits, and any other items that might be helpful to other analysts in verifying the informational content of the issue paper.

Bibliographic Materials

In case individual participants are not familiar with the (limited) literature on issue paper techniques, they will want to familiarize themselves with the materials in the bibliography, after having read the overview provided herein.

However, for convenience, we are providing here, in brief outline form, a summary of the salient points from leading works in the field.

Quade, Analysis for Public Decisions

Defining the Problem

How did the problem arise? the cause(s)?
Why is it a problem?
Who believes it is a problem?
Why is a solution important?
If analysis is made, what will be done with it?
Will anyone be able to act on recommendations made?
What sort of solution is "acceptable?" (politically-financially, etc.)
Has the right problem been identified? Could a "problem" be merely a symptom of the problem?
Is the use of limited analytic resources justified in the case of this particular problem?

These kinds of questions should be asked and answered in order to get a clearer picture of the nature of the problem, its scope, and the potential benefits of analytic efforts.

Preparing an Issue Paper

Objectives:

Identify the real problem
Isolate the fundamental objectives involved
Suggest alternatives
Suggest appropriate effectiveness measures
Identify population sub-group affected

In addition the issue paper:

lists government agencies and other organizations concerned with various aspects of the issue

it finds and lists resources of current or potential value when applied to the problem

it does not include an investigation and comparison of the impacts of various alternatives since to do so would constitute actual analysis. In order to make sure no aspect is overlooked, it may be a good idea to work through a standard format systematically even though some information may not be available or are not dependable.

The primary sections of a standard issue paper might include:

1. source and background of problem
2. reasons for attention
3. groups of institutions toward which corrective activity is directed
4. beneficiaries
5. related programs
6. goals and objectives
7. measure of effectiveness
8. framework for the Analysis
   a. kinds of alternatives
   b. possible methodology
   c. critical assumptions
9. Alternatives
   a. description
   b. effectiveness
   c. costs
      1) year by year
      2) public, private
   d. spillovers
   e. comments on ranking
10. recommendations that might follow
11. appendices (as needed)

Mushkin - Implementing PPB in State, City, and County

Advantages of issue papers

1. technical personnel is not required
2. they are not very time--consuming 2-4 man-weeks per paper
3. the papers man-weeks can provide early pertinent (though limited) information if important current issues are selected
4. they don't appear, on the surface anyway, to be a drastic departure from materials already being prepared on an occasional basis in some jurisdictions

Issue papers prepared to date tend to have one or more of the following defects:

1. insufficient consideration of the fundamental public services involved
2. lack of identification of acceptable measures for evaluation programs
3. insufficient quantification of the current and potential future magnitude of the problem being examined
4. overly narrow consideration of alternatives - reflecting a departmental viewpoint without adequate consideration of the many interrelationships that exist among departments
5. an occasional tendency to justify a preconceived position rather than to retain objectivity

To date most issue papers have not had much impact on the decision-making process because

1. most have been only experimental
2. most have been prepared too late in the budget cycle to permit appropriate follow-up and use in the cycle

In Dade County, Florida: out of 7 cases where issue papers were prepared early enough

1. the issue paper had no impact on decisions reached in 5 cases
2. had some impact in other 2
   a. in one, alternatives were considered which might not have been otherwise
   b. in the other, the focus of the problem was changed

A First Step to Analysis: The Issue Paper

Use of issue paper

may stand by self as a description of the problem so as to provide an improved perspective of the problem

or, preferably, it may be used as a framework by acting as the first phase of an in-depth "cost-effectiveness" analysis of the problem

Developing an issue paper

DO'S

1. include a government-wide perspective
2. make a beginning toward quantification
3. provide recommendations or next steps
4. schedule issue papers and program analyses
5. assign responsibility
6. seek brevity and clarity

DON'TS - pitfalls to avoid

1. insufficiently defined public service objectives
2. insufficient formulation of measures of progress
3. inadequate quantification of the size of the problem
4. lack of objectivity
5. insufficient alternatives

Purpose and Format of an Issue Paper

Basically a restatement of Quade.

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Harley H. Hinrichs and Graeme M. Taylor, Systematic Analysis, Pacific Palisades, Good Year Publishing Co., 1972.

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CASE STUDY/SCENARIO I
CLARKSBURG

Time Allotted

Three hours total work time will be needed for Scenario I.

Background

Clarksburg is a community which was designed for about 7,500 persons. Due to annexation, natural growth and the growth of the university located in Clarksburg the population is now in excess of 45,000. The community is located in a valley between two mountain ranges near a major urban area but serves in its own right as a regional center of sorts for other, smaller cities near it as well as for the surrounding agricultural areas. With its relatively balanced and stable tax base and low unemployment, Clarksburg is the envy of many of its neighboring communities and is viewed by these units of government and the county as the "rich" plum in the area. In addition to its numerous small retail businesses, Clarksburg enjoys six other major economic bases, a university with nearly 20,000 students (about 25% of which live on campus, 25% live off-campus in Clarksburg and the remainder commute) a division of major kitchen appliances, manufacturer an arsenal, a major railroad repair yard, a small industrial park and a number of university spin-off firms.

The university employes in excess of 3,000 persons ranging from unskilled to highly skilled persons, the appliance manufactuere employs about 2,000 unskilled and semi-skilled workers, the arsenal employs about 500 semi-skilled and skilled workers, the railroad yard employs nearly 450 semi-skilled and skilled workers, the industrial park provides employment for nearly 400 unskilled and semi-skilled workers. The university spin-off firms employ about 200 persons with diverse skills, and there are about 1000 persons employed in the various community retail and service enterprises. While not all of these employees live in Clarksburg, many do.

Clarksburg has about 3,000 minority persons, most of whom are dispersed throughout the city (although there is a rather large cluster in the northwestern part of the city, and about 1,500 minority persons reside in North Clarksburg--an unincorporated area near the northwestern edge of the city). Many of these persons live in low and moderate-cost housing. Due to political pressures and early planning errors however, most of the major economic bases (except the university and the arsenal) are located on the city's eastern edge. While this is convenient for persons living east of Clarksburg, or those living on the eastside, it has created substantial traffic problems for Clarksburg. These problems are compounded by the fact that the university occupies a significant portion of the city's southwestern quadrant. While the state recently extended a four-lane highway around Clarksburg in an effort to alleviate the traffic problems (some stories indicate the road was extended to provide easy access to the football stadium), the road has provided easier access to the community and thereby increased the traffic into Clarksburg.

While the community's growth is slowing down, all projections indicate continued growth. Although property in the city is generally well-maintained, the community has grown rapidly, initially due to the rapid growth of the university. As a result, numerous subdivisions have been created by developers. Some of these have been annexed by Clarksburg (much to the displeasure of the county) but others remain outside the City. Regardless, the city has been somewhat lax in its planning for growth and the demands it would place on city services. Too, in this and other areas, there have been numerous conflicts develop of a "town-gown" nature. The university recently decided, for instance, to permit all students to bring their automobiles to campus. No effort was made by the university to work with Clarksburg officials on ascertaining the impact of this decision on the community, nor has the university indicated willingness to assist the community with the additional traffic problems created by the decision. Too, the university has shown little concern for the problems students created for the community (e.g., living in unsafe housing and creating unsanitary conditions, refusing to pay city service fees, adding to law enforcement problems). Moreover, residents of the city affiliated with the university have lead the demands upon the city for more and better services without increased taxes. Although the city has kept pace to some extent, with these demands by adding new services and employees, it has ignored other community needs such as public transportation for low-income persons, street maintenance, and public works and utility developments. (Some of the recently annexed areas lack, for example, city sewer and water services). While the city's schools are a part of the county unit system, there is a developing movement to remove the schools in the city from the control of the county.

Similar to most cities, Clarksburg is in a number of special districts: water, sewage, mosquito and pest abatement planning, economic development, library water conservation, sanitary landfill, federal forest preserve, and solid waste. Many of the neighboring communities are not pleased at the relative success of Gobbler City, and to say the least, these communities are not favorably disposed to engage in cooperative efforts aimed at resolving mutual problems, particularly when these problems appear to be Clarksburg's.

Just prior to the recent retirement of the city's long-time manager, the community had completed a "Goals for Clarksburg" project. While the goals were adopted by the city council, it took no further action on the goals pending the hiring of a new manager. In the past year the city hired a new city manager, indicating publically that they expected the new manager to get things "ship-shape," and to do something about the goals.

After careful study of the city and its problems, the new manager thinks management by objectives may provide the appropriate basis for developing the city's organization so that it can be more efficient and effective in responding to the community's problems and needs. In the past, the city has operated on a "top-down" approach. For example, the previous city manager instituted program budgeting in response to council

pressure, which anticipated the mandating of program budgeting for local units by the state. However, due to local realities, the city maintains the old line-item budget as well as the program budget. While the new manager thinks that zero-based budgeting may be more appropriate for the city's problems, the community's past experiences suggest that it would fail due to organizational dynamics.

At present the city's organization is a set of fiefdoms with little communication but great competition between units. Moreover, department heads are uncertain as to the direction the city is going, and many feel threatened by the public utterances of the council about the goals. As a result, there is a tenseness throughout the organization, low morale and declining productivity.

Although it may be anticipated that the governing body will be responsive to the new manager's highly professionalized management approach (in their minds, "business-like"), it is unlikely that the council will tolerate wholesale reorganization and personnel shifts. Too, public funds are austere and it is improbable that the council would support any efforts which would lead to increased taxes (despite program budgeting, the city's budget has continued to grow particularly in administrative areas). As it is, the council thinks that the low morale and declining productivity of the city's employees are due to lax management practices and some union-oriented troublemakers. While most of the city's employees have been with the city for a number of years, turnover and greviances have been increasing. Although the previous city manager was quite capable and fair, he had a highly personalized style of leadership and depended upon his long tenure in the city to administer the city's affairs.

The goals for Clarksburg are presented below, as well as the city's organizational chart (shortened), and brief descriptions of key city personnel.

Clarksburg Goals. Resolution of April 5, 19XX, Clarksburg Council

Be it resolved on this date that the goals of the City of Clarksburg be:

1) The protection of citizens from personal harm and property loss;

2) The preservation of the physical and mental well-being of citizens;

3) The provision of opportunities for the intellecutal development and personal enrichment of citizens;

4) The provision of a satisfactory home and community environment for citizens;

5) The provision of economic satisfaction and satisfactory work opportunities for individual citizens;

6) The provision of leisure-time opportunities for citizens;

7) The provision of spatial considerations including transportation, communication and locational opportunities for citizens;

8) The provision of general administration and support deemed necessary to the realization of the previously stated goals.

Signed,

Gregg B. Sandy, Mayor

Certification

Karl A. Butkus,
City Clerk

Key Clarksburg Personnel

City Manager: W. Morgan. Master degree in urban affairs. Previous experience as an intern in a large city, and as a budget officer, director of administration, and assistant city manager in other cities. Ultimately Morgan would like to be manager of a larger city. Morgan expects a high level of performance from subordinates but this is balanced by a quickly earned reputation for fairness and candor, and personally high performance levels. Too, Morgan's open-door policy and soliciting of input from subordinates is viewed by some as a sign of weakness.

Assistant to the City Manager: D. Gold. Master's degree from the University's urban program (its top student). Recently promoted to the position. Bright, aggressive and a bit over-confident. Gold started as a budget analyst. Some of the senior staff look upon Gold as an upstart, still wet behind the ears.

City Clerk: D. Greg. Associate's degree from business college. Somewhat skeptical about the new manager, more so about assistant. Greg see's little need for changing anything in the operation of the Clerk's office. Greg is quit and follows instructions.

Director of Law: L. J. Smythe. Degree in political science and J. D. from the law school in the state. Smythe thinks the city's management problems are a function of a failure to follow the spirit and letter of the law. Smythe thinks the operations of the law department are efficient and effective: it successfully wins almost all of the cases it is involved in. Symthe started with the city when the law department was a part-time operation, it nows has a staff of five.

Director of Water: S. Raine. Engineering graduate from the university. Currently taking courses in urban management. Raine has the reputation of being the best department head. While highly skeptical of MBO, Raine is willing to try it out. Too, Raine has a well-deserved reputation as a trainer of future high-level administrators.

Director of Public Works: R. Bedets, Civil engineering graduate of the university. Another of the "old timers" in the organization. Bedets thinks people are paid to work, and should do just that. Bedets is skeptical of non-engineers in general, and thinks that the management problems are a result of imprecision in analyzing work.

Director of Personnel: G. Lynn. Bachelor's degree in government. Retired from military service. Previous personnel experience in industry and the military service. Lynn takes a line and staff view of the organization.

Fire Chief: C. G. Reo. Local high school graduate. Started as a fireman upon graduation from high school. Reo thinks the only way to manage a fire department is to know it from the bottom-up, by experience.

Police Chief: A. W. Zteiss. Associate's degree in criminal justice from the regional community college. A follower of Orlando Wilson. Zteiss worked up through the ranks like Reo but is more outspoken. Zteiss views police organization as essentially military in nature, and expresses considerable disdain for the "new" management. Zteiss thinks there are three kinds of people; those you tell what to do, those you ask to do, and those you show what to do. In Zteiss' experience, most people are of the first kind.

Director of Administration: E. F. Dixon. Master's degree in political science. Previous experience as budget analyst in smaller cities and budget officer in Clarksburg. Dixon was in contention for the manager's job. Is perceived as though-minded but fair. Dixon is currently looking for a position as manager in another city.

Director of Planning: A. C. Amps. Master's degree in urban and regional planning from the university. Previous experience in regional planning agency and as a senior planner with the city. Amps tends to be ideological in terms of planning, and is viewed by colleagues as a somewhat careless administrator. However, Amps is considered a highly competent planner. Amps is highly critical of many of the city's policies and ordinances, and thinks that its problems are a result of sloppy planning.

Director of Community Development: B. C. Snow. Master's degree in urban economics. Previous experience with two national public organizations. Intense, Snow is anxious to make things "go" in the community without creating hard feelings or disrupting the emerging pattern of planned growth. Snow has some conflict with members of the community who advocate growth regardless. Snow is viewed as a sensitive administrator who is spends too much time talking with subordinates by some of the senior key staff people. Regardless, Snow's relatively small department is viewed by outsiders as the agency on the move.

Assistant Director of Water: C. A. Chastine. Chastine is a recent engineering graduate of the university with a flair for administration.

A participant in numerous professional training sessions, Chastine is looking forward to the results of the new manager's efforts. However, Chastine is somewhat intolerant of error.

Assistant Director of Public Works: E. Duncan. Duncan is an engineering graduate of the university, and second in seniority to Raine in the department. Duncan is frustrated by an inability to move upward in the heirarchy. Moreover, Duncan thinks that the problems in the Sanitation division of the department are due to the lack of funds and the poor quality workers which the department is forced to hire.

Assistant Fire Chief: P. D. Berry. Berry, like Chief Reo, came-up through the ranks. A high school classmate of the Chief, Berry is called "Shadow" by his peers and subordinates. Despite these comments, Berry is concerned about the low morale in the department and its declining performance. Too, Berry has attempted to keep abreast of new developments in fire administration and management in general through professional meetings and use of the university library.

Assistant Police Chief: R. Poth. Promoted at the insistance of the previous manager. Poth holds a Master's degree in policy administration from the university. Poth went to school part-time while working as a patrol officer. Poth has received several "outstanding officer" awards and, at each career step, was the youngest person ever to hold that slot. Poth is highly thought of by members of the department, except the Chief and some of the other senior officers. Considered a model law enforcement officer, Poth views police administration as professional as that of being a line police officer.

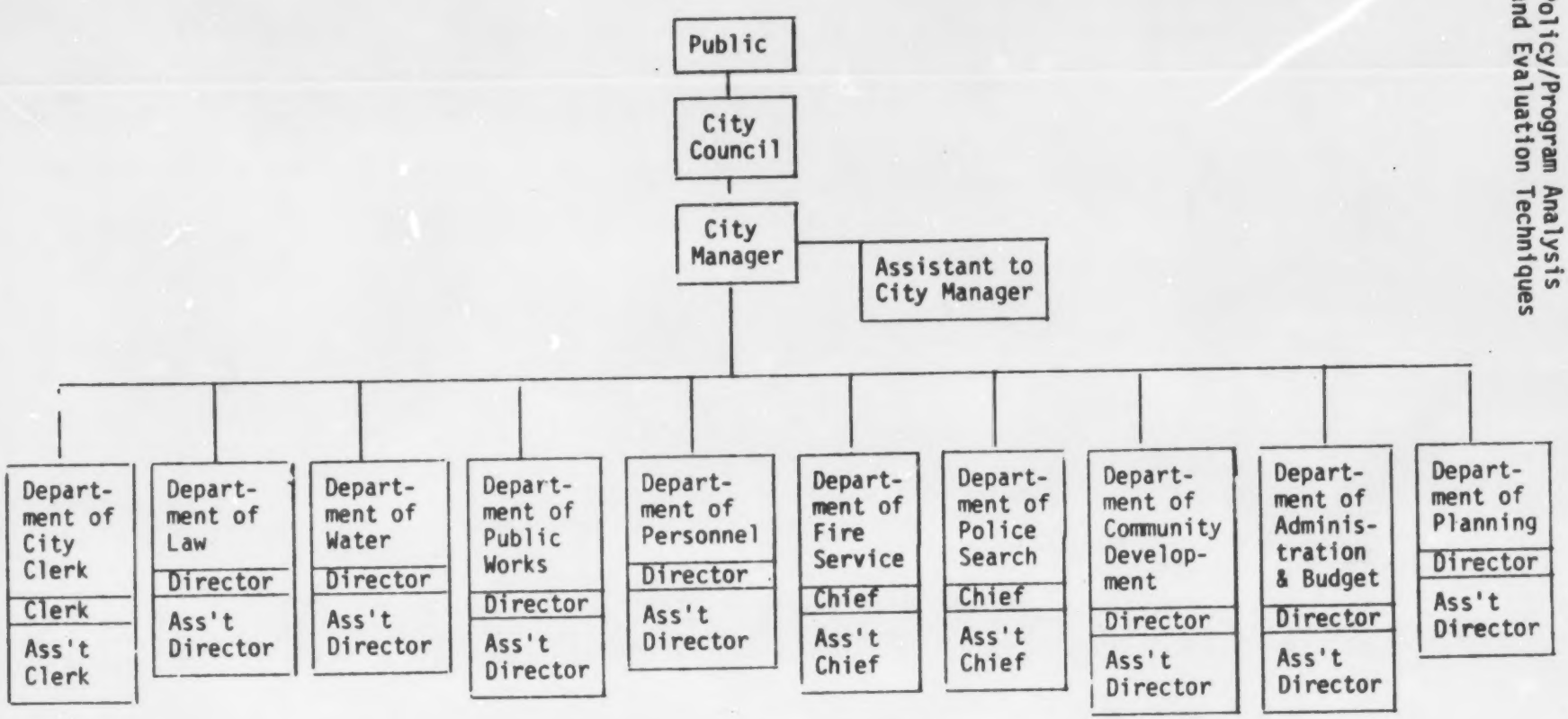
Assistant Director of Personnel: M. Fenster. Master's degree in personnel from the university. Fenster previously worked for the appliances' manufacturer. Fenster is convinced that the problems in the city are due to the merit system.

Assistant Director of Administration: F. E. Beverage. Beverage has a Bachelor's degree in public finance, and is working towards a graduate urban affairs degree at the university. Beverage's current responsibilities include that of budget officer. Beverage has had some conflict with Dixon over budgeting procedures, and advocates ZBB. Because of regular contact with the new manager, Beverage is resented by Dixon.

Assistant Director of Planning: T. A. Sharp. Sharp holds a Master's degree in urban and regional planning from the university, and was recently promoted to the position after an internship and several years in the department. Sharp is concerned about the lack of communication between departments and with other units of government. Unlike Amps, Sharp is sensitive to the pressures on the other governments and less critical of them than Amps.

Assistant Director of Community Development: K. Coleen. Coleen holds a Master's degree in economics from the university. Recently promoted to the position due to a retirement and the success of the

Clarksburg


Public
City Council
City Manager
Assistant to City Manager
Department of City Clerk
Clerk
Ass't Clerk
Department of Law
Director
Ass't Director
Department of Water
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Department of Public Works
Director
Ass't Director
Department of Personnel
Director
Ass't Director
Department of Fire Service
Chief
Ass't Chief
Department of Police Search
Chief
Ass't Chief
Department of Community Development
Director
Ass't Director
Department of Administration & Budget
Director
Ass't Director
Department of Planning
Director
Ass't Director

goals project, Coleen is viewed as the future director of community development. Tough-minded but open, Coleen communicates effectively with the different and often conflicting groups affecting Clarksburg.

The Situation

The Clarksburg Planning Commission has been asked (informally, by council) to look at the so-called State Street Triangle area. See the map for location of the Triangle and its relation to the CBD, campus, shopping centers, apartment complexes, residential areas, and places of work.

The accompanying map shows current land uses in the triangle, and current zoning. Note expecially that the State Street side of the Triangle has been zoned (in the recent past) for commercial use (the CBD zone was extended to this area), the Parker street side, the Webber Street side, and all the rest is zoned for single family residential use.

Some Triangle property owners have expressed concern (at various times and in various ways) about what is going to happen to this area in the near and long term.

There is also the hazy matter of an improvement (realignment, new location?) to Parker Street.

The Planning Commission is currently deeply involved in the proposed Capital Improvements Programs, which has at least two (2) major controversial aspects to it, and has been unable-or unwilling to carry out an analysis of the Triangle.

Scenario Assignment I

You are D. Gold, assistant to the city manager.

Mr. Morgan directs you to provide him--within a week's time--a preliminary analyses of the Triangle.

You are to use the Issue Paper technique and follow that format in drafting a memo to Mr. Morgan to summarize your investigation.

Mr. Morgan wants the analysis for his own use and may want to send your memo to Council--either as you write it, or in somewhat revised form.

Discussion Questions, Emphases

This scenario focuses on growth in a city as it relates to a specific area within that city.

Here it is important to emphasize factors such as:

1. location of this tract
2. access to it
3. impact of any transportation plan improvements
4. current level of development
5. nature of current development
6. relation of this tract to commercial and residential areas
7. current zoning of this tract, and what uses that zoning permits.

The instructor could present such questions as:

1. How should this tract be developed?
2. Or--should it be left as is?
3. Is the zoning appropriate?
4. If not, what changes are needed to facilitate development/ redevelopment of an appropriate kind and at an appropriate scale?

and--

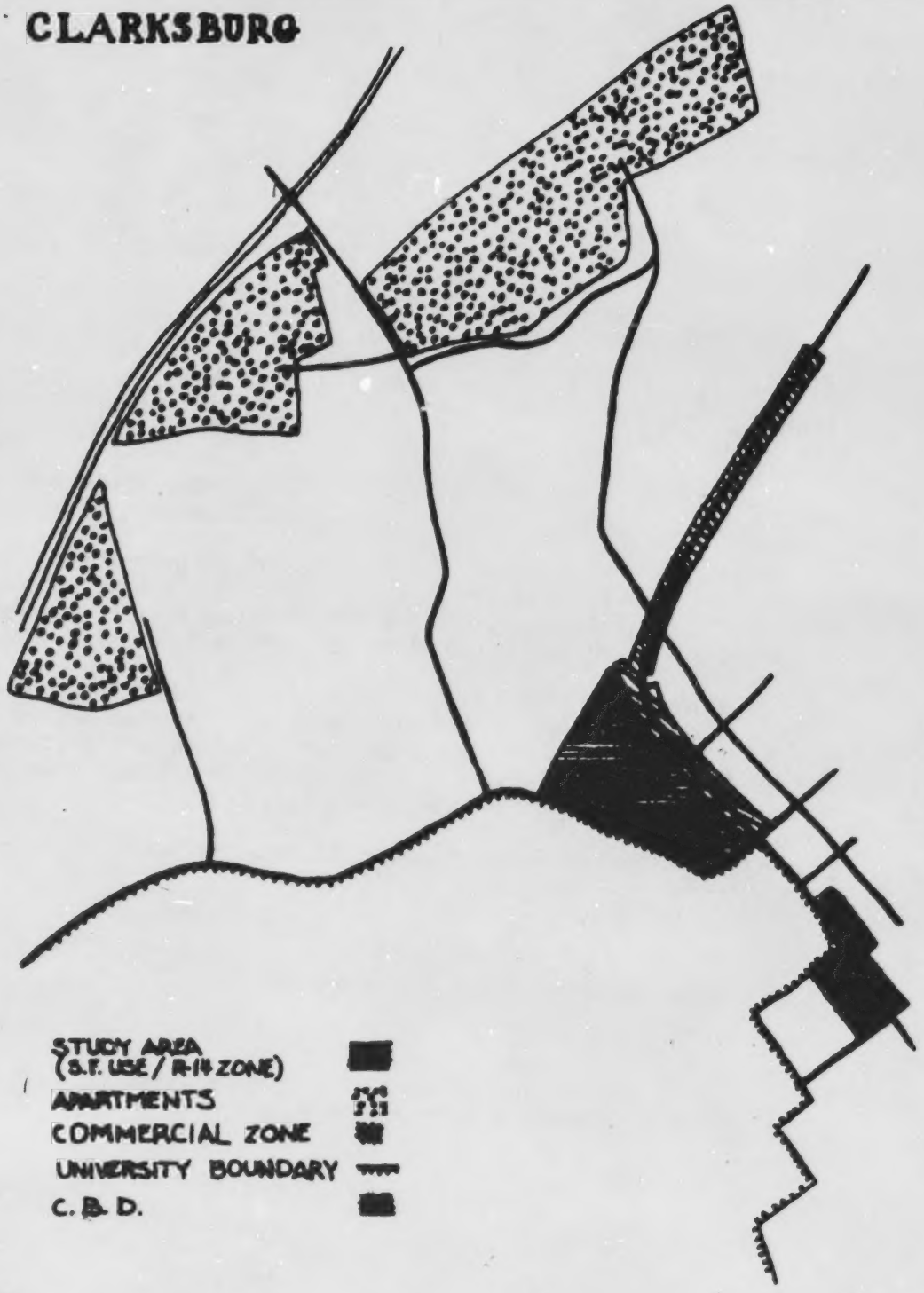
1. What are the residents in this tract?
2. What do they want?
3. Is there a significant number of non-resident property owners?
4. If so, who are they?
5. Why do they own property here? (what are their objectives of ownership)
6. How do they want to see the tract zoned and developed?
7. Has "the public" expressed any preference for how the area should be zoned? Developed?

The instructor might sum up by asking--

--Whether there is any potential for conflict here
--Who the actors might be
--What their objectives are

Prototypical Response

Pre-test and test provided the author with no suitable prototype response for this scenario.


CLARKSBURG
STUDY AREA
(S.F. USE / R-1 ZONE)
APARTMENTS
COMMERCIAL ZONE
UNIVERSITY BOUNDARY
C. B. D.

CASE STUDY/SCENARIO II

Time Allotted

Five to six hours work time will be required for Case Study/Scenario II.

Case Study

Wabash is a city in North Carolina, twenty-two miles from the South Carolina state line.

The Wabash population is 39,875 (1970 Census); the population of Knox County, of which Wabash is the county seat, is 79,350. The Wabash trade area is 250,000 people within a fifty mile radius, and 3,495,000 people within a 150 mile radius.

The land area of the city is 18.6 square miles.

The altitude is 1,107 feet above sea level. The climate is predictable - mean temperature is 56.2 degrees and average annual precipation is 41.38 inches.

There is a river in the county, and three creeks within the Wabash city limits.

Wabash has a city manager - council system of government. Council members terms are for four years, and the terms are staggered. The current city manager has been in the job seventeen months. He came to the job from a nearby city, one which is about half the size of Wabash.

Utilities are provided in a variety of ways--public and private--to the citizens of Wabash. There is the Colonial Natural Gas Company, Duke Power electricity, United Appalachian Telephone, and a city-owned water system. There is also a municipal sewerage system, which provides collection and treatment for most of the city area.

Wabash Chamber of Commerce materials show the following information.

Industrial base

125 industries, 11,468 employees
largest employer has 2,500 on payroll

Agriculture

Knox County annual farm income over six million dollars
Dairying is leading farm enterprise

Transportation

Two major U.S. highways
Three railroads
Two bus lines
Eighteen motor freight lines
Knob Regional Airport (in Knox County) thirty daily flights

Hotel-Motel Rooms

911

Buying Income & Sales

Effective buying income Knox County (1974)
$268,886,000
Retail sales (1974) $196,019,000
Median Family Income (1974) $10,508

Communications

Daily paper
Weekly County paper
Four radio stations
One television station
Cable TV (7 stations)

Labor

Employees drawn from eight counties

Education

University, two private colleges (small)
City schools fully accredited

Medical

Two city hospitals (421 beds)
One private hospital (100 beds)
Veterans Administration Hospital (500 beds)
Eighty-eight physicians
Thirty-three dentists
One chiropractor
One osteopath
Six pharmacies

Churches

More than 100, representing a full range of faiths

Recreation

Water skiing, boating, fishing in nearby Lake Hamilton. Snow skiing at resort within forty miles. College sports. Minor League baseball (class c). Three golf courses. Little League Community theater.

Wabash has been fortunate in that it has, for a variety of reasons, been able to attract a substantial amount of industry. The industries pay reasonably well, unemployment is not a problem (normally), and as one consequence of this pattern of development, the city has been well-mnnaged, has generally provided a high level of services, and there has been no revenue crunch on the city.

The City's FY 76 budget is summarized as follows:

REVENUES

Source	Amounts	Percent
School Aid	$ 4,473,856.89	27.4
Water and Sewer	3,301,310.26	19.1
Property Tax	2,473,126.90	14.3
Surplus Appropriated	1,282,650.00	7.4
Other Revenue	1,177,575.46	6.8
Local Sales Tax	990,948.31	5.7
State Shared Revenue	906,254.21	5.2
Payments in Lieu of Taxes	444,120.12	
Gasoline Tax	406,451.01	
Federal Revenue Sharing	338,046.00	
Local Beer and Whiskey Tax	628,883.40	5.0
Interest on Security	137,510.88	or
Municipal Court and Parking Meters	208,740.51	less
Industrial Building Revenues		
License and Permit Fees, Business Tax	179,447.77	
TOTAL	$ 17,295,242.05	

EXPENDITURES

Objects	Amounts	Percent
Schools	$ 5,790,288.36	33.5
School Transit System	252,280.30	*
Water and Sewer	2,152,210.43	12.5
Public Welfare	1,637,163.78	9.5
Interest on Debt	1,102,771.65	6.4
Bonds in Retirement	874,000.00	*
General Government	850,484.95	*
Police Department	893,818.56	*
Public Works	1,381,765.99	7.8
Motor Transport	261,210.10	*
Finance Department	108,085.26	*
Inspections, Parking, Traffic	246,874.28	*
Surplus	1,019,739.12	5.9
TOTAL	$ 17,295,242.05	

* Totals 5% or less

The tax rate is 2.80 per $100 of assessed value. The assessment basis is as follows:

commercial property ---------- 40%
residential and farm ---------- 25%
personal (machinery) ---------- 30%
public utilities ---------- 55%

Wabash has operated a landfill since Fall of 1975, and has been involved in an ambitious street construction program over the past two years.

In the area of water and sewer service, an extensive expansion has been occuring since 1974.

In 1974, the city of Wabash assumed operation of a consolidated utility district, and was awarded a federal grant to develop waste water treatment facilities to serve a sizeable area of Knox County. At this time, however, the Wabash Sewer System provides wastewater treatment only within the Wabash city limits. Within the last few months, the city obtained a $6.2 million EPA grant to develop sewers and treatment facilities outside the corporate boundaries. The new treatment facility will have an initial capacity of 1.5 MGD with expansion capability up to 6 MGD.

The Wabash Water system serves a large geographic area--250 square miles. In the last two years the system has had a 25% increase in total customers. Beginning in 1975, a vigorous water system improvement program was initiated. One existing reservoir was covered, and a half-million

dollars was spent to improve water lines in Wabash alone, and another half-million dollars was spent in the same year to upgrade service in some of the areas outside the Wabash corporate boundaries.

There are nine elementary schools, two junior high schools, a vo-tech school, and one senior high school in the Wabash system. Most of the elementary schools are old and in need of major renovation or replacement. A school renovation program for the elementary schools was begun in early 1976, with extensive repairs commenced at four of the schools.

The rate of crime in Wabash is increasing (as it seems to be everywhere); the rate of increase was 13% in 1974, 14.7% in 1975. In response to these increases a new communication system was installed, since effective communication is essential to an efficient polic department, and a new criminal investigation diversion was created. The department has a total of 79 officers, and it has 16 patrol cars available to it.

The Wabash fire department has improved over the past four or five years, due primarily to (1) increased training and (2) additional equipment. The records show that the department answered more alarms in the past 18 months than in the July 73-December 74 period, but that fire damage was less. The Figures:

	July 73-Dec. 74	Jan. 75-July 76
Alarms	1,133	1,307
Amount of Damage	$351,351.00	$330,394.30

The fire department has sixty men, five stations, and eight engines. Four of the five stations were re-modeled within the past two years; all the fire fighting vehicles were also reconditioned.

The Wabash City Council, meeting in executive session on another matter (real estate acquisition) has brought up the matter of annexation of additional territory on the periphery of the city. The comments are the kind familiar to us all, the need to grow and expand, the fact that large areas outside the city are already served by city water and/or sewer and so on. In addition to this kind of sentiments being expressed, one of the councilmen brought up the matter of the (slightly) declining city school enrollment, and the resultant decision of the school board to eliminate eleven teachers in the city system simply by not filling vacant positions for 1976-77.

In the relatively brief discussion of possible annexations, two areas were mentioned several times as the most likely areas in case efforts to annex were to be carried forward. (In this state, annexation is carried out simply by passage of an ordinance to that end by the city council).

The matter of a possible annexation came up again in meetings between two or three councilmen--sometimes at lunch, occasionally at the golf course.

Bear in mind that a recent regional planning commission report has characterized Wabash's past annexation efforts as "haphazard."

Finally the Council decided to move ahead.

You are to play the role of Elmer Starr, the Wabash manager.

Council has, in closed session, directed you to give them memorandum on what would be involved in annexation of Area #2--the Barr-Alton area. Members of council do not seem to be of like mind on annexation, although there has been no taking of strong positions yet (with one exception--pro-annexation). Council has, however, eliminated area #1 as a possibility, thus focusing on the Barr-Alton area.

Scenario Assignment

Your task, as the manager, is to draft an issue paper addressing the possible annexation by Wabash of the Barr-Alton area of Knox County.

Discuss: Is there any information you need to do the issue paper? What? Data on Barr-Alton?

Actually, Barr-Alton is two distinct areas, Alton data follows:

Location

on northeast boundary of Wabash

Topography

rough!

Size

925.2 acres

Land Use	Area	Percent of Total
residential	38.6 acres	4.00%
commercial	0.5	0.05
industrial	0.0	0.00
institutional	0.5	0.05
roads	11.5	1.20
utilities	0.0	0.00
developed	51.1	5.30
undeveloped	874.1	94.70
TOTAL	925.2	100.00%

Population		Houses	
1959:	400	1959:	123
1968:	430	1968:	133
1973:	410	1973:	125

Density

.42

Streets

Surfaced	16,700'
Unpaved	11,250'
TOTAL	27,950

Curbs and gutter: -0-

Water lines

10,000 feet - 2" line

Sewerage

None

Barr data follows

Location

Adjoins Alton area on northeast boundary of Wabash

Topography

Level to gently rolling

Size

642.6 acres

Land Use	Acres	Percent of Total
residential	57.6	9.0
commercial	7.4	1.2
industrial	38.1	5.2
institutional	5.1	0.8
roads	13.2	2.0
utilities	30.6	4.8
developed	152.0	23.0
undeveloped	490.6	77.0
	642.6 acres	100.0%

Population		Houses	
1959:	210	1959:	66
1968:	270	1968:	83
1973:	260	1973:	81

Density

.40

Streets

Surfaced	23,250'
Unpaved	7,250'
TOTAL	30,500'

Curb and Gutter: -0-

Water Lines

12,750' - 2" Line
1,750' - 8" Line
2,250' - 20" Line

Sewerage

None

Additional Information

The Barr area includes a grammar school, the Barr School. It sits on six acres across the road from the five industries clustered in Barr. It was built in 1938. It has six classrooms, and three portable rooms. It is a county school, of course, and its current enrollment is 250. Its capacity, including mobile units, is 275.

More Information?

(1) cost of acquiring school - how much? $80,000 (anticipated) (2) Cost to improve Barr School:

recaulk windows and replace glass	$1,200.00
new tile in halls	1,500.00
new heating plant	7,000.00
new library	5,000.00
roof repair	2,500.00
site development	1,500.00
surface parking and play area	2,750.00
improve kitchen and dining	10,000.00
TOTAL	$31,450.00

More Data?

Revenus to the City (per annum) projected Alton:

Local services --------	$ 74,668.00
Federal, state, local -	30,704.52
TOTAL	$105.372.52

Barr:

Local services --------	$ 19,409.46
Federal, state, local -	45,742.80
TOTAL	$ 65,152.26

Items*	Barr	Alton
Education	1,874.66	2,859.34
Fire	3.179.86	5,053.70
	72.24	114.81
Police	2,406.08	3,849.73
	108.52	173.63
Streets	3,200.00	3,750.00
	2,041.78	1,466.37
Refuse	2,500.00	3,500.00
	139.20	222.72
Water	4,959.00	3,881.00
	3,880.00	3,929.00
Sewer	2,095.00	2,810.00
	14,916.00	15,384.00
Street Lights	853.00	750.72
	--	--
Recreation	1,084.00	1,710.00
	--	--
Gen. Govt.	--	--
TOTAL	73,211.80	92,479.02

*First figure for each item is O&M cost, the second is capital outlay.

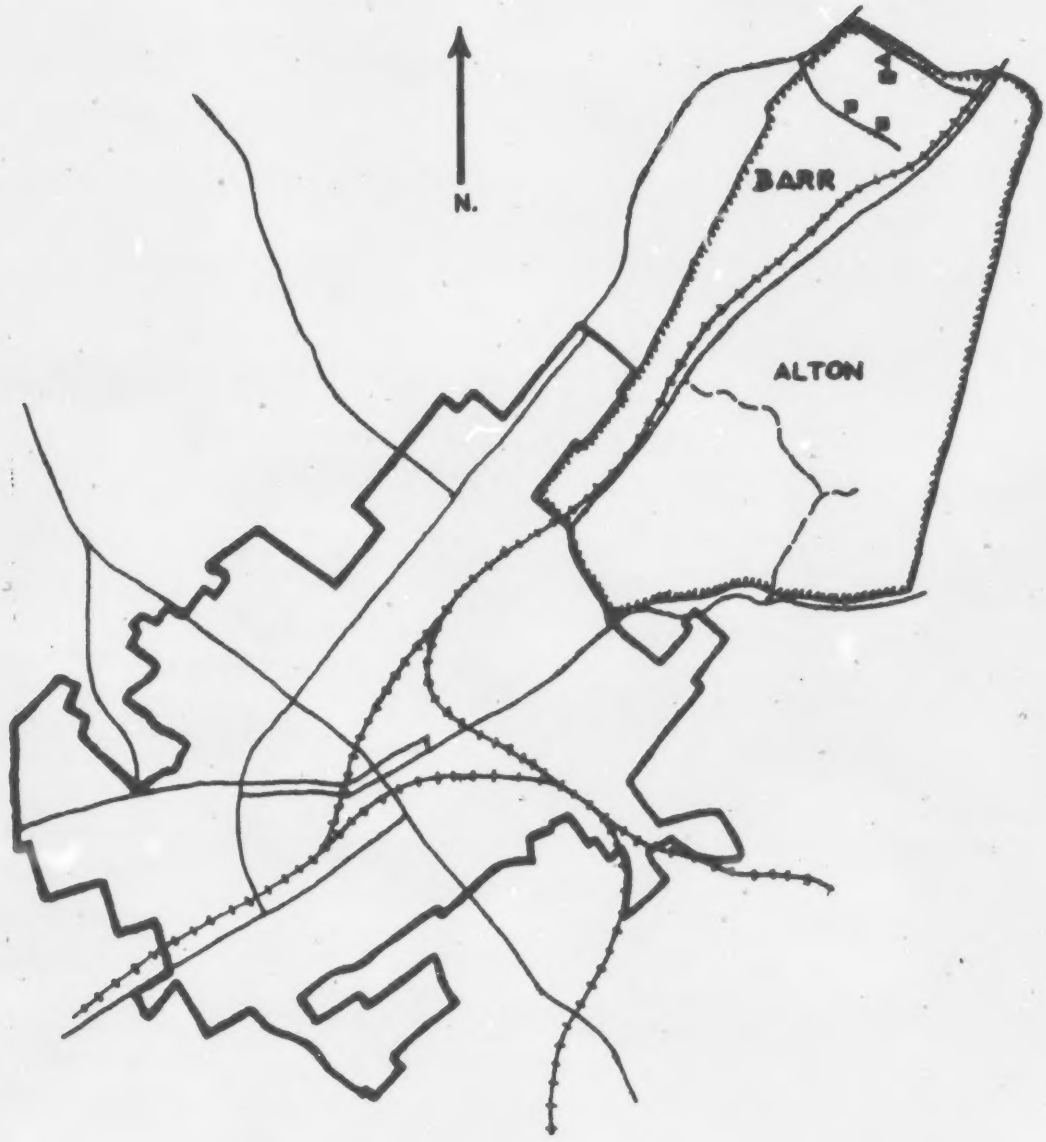
Also, capital cost for sewers alone is computed at $352,500.00 (1976 dollars)

More

Alton is a steep, area, very poor people, no utilities, pockets of blight and a general run down appearance. The population of the area has been constant since 1959.

The area is virtually isolated from the city by terrain and lack of roads. The city growth has not taken place in this direction - a direct result of the topographic restraints.

WABASH



Enforcement of the Wabash building code in this area would require removal of nearly all structures.

Barr is an areas of few homes, much open, level and, one school, and five major industries.

CASE STUDY/SCENARIO III: SLOANE COUNTY

Time Allotted

Five to six hours total work time will be needed for Scenario II.

Section I - Introduction

Sloane County, formed from Orange County in 1838, was named for General Nathanael Greene of Revolutionary War fame. Barnardsville has always been the county seat. The present courthouse was built in 1838 on land donated by Robert Barnard and is listed with the State and National Historical societies. The 1970 population of Sloane County was 5,248. The July 1, 1971 county population estimate as prepared by the Bureau of Population and Economic Research was 5,260. The Division of State Planning and Community Affairs projects that the population of Sloane County will increase at the average annual rate of 1.2 percent and reach 5,900 by 1980.

Sloane County (area 153 sq. mi. - 97,920 acres) lies in the upper Piedmont Plateau with the Blue Ridge Mountains as its western border. The mountainous section, where elevations are from 3,000 to 3,600 feet above sea level, is largerly forested, and much of this area is included in the National Park. Farms are found in the central and eastern part where the land is more folling and elevations are usually from 600 to 1,000 feet. Temperatures are approximately 34° in January and 75° in July. Precipitation is about 43 inches a year. Mineral resources which have been utilized in the country include copper minerals, gneiss, phyllite, and gravel.

Although Sloane County is almost entirely rural only about one-fourth of its employed work on farms. Almost one-half of all farms in 1969 were run on a part-time basis either by those who were chiefly employed in other lines of work or by retired persons. However, products from Sloane's farms brought nearly one and one half-million dollars in 1969, and the majority of this income was from livestock, poultry, and their products.

Lying as it does on the eastern slope of the Blue Ridge Mountains, Sloane County has much natural beauty which attracts the nature lover. Today, Swift Run Gap is one of the principal entrances to the famous Skyline Drive which follows closely the summits of the mountains in the National Park on the county's western edge. Here also winds the Appalachian Trail, and other trails lead from it to such places as the falls of the South River. Picnic areas, camping sites, trailside shelters, and protected overlooks are provided. The county high school at Barnardville is named in honor of William Monroe, an emigrant from Great Britain who

was buried in Sloane County in 1769 and willed a fund to be used for free education of the children of the county. In Rurbania, Sloane County people find a center for trading and business, hospital services, entertainment, and sports events.

Section II - Population

TABLE 1.--Selected Population Statistics

	1950	1960	1970	1971
Sloane County	4,745	4,715	5,248[b]	5,260[a]
Town of Barnardsville	182	283	296	n.a.

	Sloane County		Virginia	
	1960	1970	1960	1970
Median age	25.4	n.a.	27.1	n.a.
Age distribution:				
Percent of total population				
0 to 4	11.5	9.3	11.6	8.4
5 to 17	27.1	27.7	25.4	25.8
18 to 20	5.0	4.5	4.7	5.8
21 to 44	28.1	31.6	32.9	32.5
45 to 44	18.0	16.7	18.2	19.6
65 and over	10.3	10.1	7.1	7.9
Race distribution:				
Percent of total population				
White	87.6	89.2	79.2	80.8
Negro	12.4	10.7	20.6	18.6
Other race	0.0	0.1	0.2	0.6
Percent of family heads which are male	n.a.	90.2	n.a.	88.7
Percent of family heads which are female	n.a.	9.8	n.a.	11.3
Percent of total population of 14 year olds and over in the labor force	49.2	59.4[c]	55.7	60.1[c]
Median school years completed by persons 25 years and over	7.3	8.4	9.9	11.7

n.a. - not available
Note: Details may not add to totals due to rounding

[a] These figures are estimates as of July 1, 1971

[b] The 1970 population by magisterial district totaled 1,270 in Monroe District, 2,089 in Tucker District, and 1,889 in Barnardsville District.

[c] The figures for 1970 are for persons 16 years and older.

Section III - Housing

TABLE 2.--Selected Housing Statistics for Sloane County, 1970

Item	Sloane County	State	Percent of State
All housing units	1,625	1,491,663	0.1
Year around housing units...	1,624	1,483,026	0.1
Vacant-seasonal and migratory	1	8,637	0.0
Persons per unit occupied.....	3.6	3.2	112.5
Ownership	3.5	3.3	106.1
Rental	3.8	3.0	126.7
Units in structure:			
One unit.....	1,396	1,110,016	0.1
Two units or more	84	326,496	0.0
Mobile home or trailer	144	46,514	0.3

TABLE3.--Tenure, Race, Value, and Contract Rent in Sloane County, 1970

Item	Number of Housing Units		Percent Distribution of Housing Units	
	Sloane County	State	Sloane County	State
Tenure and Race:				
Owner Occupied.....	1,076	861,867	100.0	100.0
White	977	746,619	90.8	86.6
Negro	99	113,126	9.2	13.1
Other race	0	2,122	...	0.2
Renter Occupied	368	528,360	100.0	100.0
White	327	417,603	88.8	79.0
Negro	40	106,941	10.9	20.2
Other race	1	3,816	0.3	0.7
Value: Specified Owner Occupied				
Less than $5,000	97	49,590	19.0	7.1
$5,000 to $9,000	110	103,276	21.5	14.8
$10,000 to $14,999	106	136,571	20.7	19.6
$15,000 to $19,999	82	129,246	16.0	18.5
$20,000 to $24,999	55	90,874	10.8	13.0
$25,000 to $34,999	41	99,608	8.0	14.3
$35,000 to $49,999	16	62,585	3.1	9.0
$50,000 or more	4	25,454	0.8	3.6
Total	511	697,204	100.0	100.0
Contract Rent: Specified Renter Occupied				
Less than $40	42	50,923	19.2	10.5
$40 to $59	42	65,425	19.2	13.4
$60 to $79	34	70,971	15.5	14.6
$80 to $99	19	56,543	8.7	11.6
$100 to $119	10	48,437	4.6	10.0
$120 to $149	4	73,074	1.8	15.0
$150 to $199	2	59,828	0.9	12.3
$200 or more	...	22,239	...	4.6
No cash rent	66	38,857	30.1	8.0
Total	219	486,297	100.0	100.0

Note: Details may not add to totals due to rounding.

Section IV - Income

TABLE 4.--Income Measures

	Sloane County	Virginia
Total Personal Income:		
1959 ($000)	$ 4,000	$ 6,994,000
1969 ($000)	8,100	15,446,000
Per Capita Income:		
1959	$ 860	$ 1,770
Ratio to State Average	.48	1.00
1969	$ 1,532	$ 3,348
Ratio to State Average	.46	1.00
1969 Family Income:		
Median	$ 6,712	$ 9,049
Ratio to State Average	.74	1.00

Distribution of Families by 1969 Income

	County	Percent of County Total	State	Percent of State Total
$0 - $999	41	3.1	32,818	2.8
$ 1,000 - $3,999	289	22.0	156,278	13.4
$ 4,000 - $7,999	459	35.0	306,573	26.4
$ 8,000 - $11,999	375	28.6	294,467	25.3
$12,000 - $14,999	73	5.6	141,850	12.2
$15,000 - $24,999	67	5.1	177,035	15.2
$25,000 - $49,999	9	0.7	46,119	4.0
$50,000 or more	...	...	7,116	0.6
Total	1,313	100.0	1,162,256	100.0

Note: Details may not add to totals due to rounding.

TABLE 5.--Adjusted Gross Taxable Income for Sloane County, 1970

Item	Sloane County
Source of Income:	
Gross wages	$ 9,071,469
Dividence	562,144
Business gain or loss	242,583
Capital gain	431,122
Net farm	-82,634
Adjusted gross taxable income..	10,224,683
Income per tax return	$ 5,198
Income per tax return as a percent of the state average of $7,200...	72.2

Note: Details may not add to totals due to rounding

Section V - Labor Resources

Work Force

TABLE 6.--Work Force Data for Sloane County[a/]

Item	March 1960	March 1971	Percent Change 1960-71
Population	4,715	5,260	11.6
Civilian work force	945	814	-13.9
Percent of population	20.0	15.5	...
Unemployment	63	66	4.8
Percent of work force	6.7	8.1	...
Employment	882	748	-15.2
Nonagricultural employment	532	569	7.0
Manufacturing	68	3	-95.6
Nonmanufacturing	256	426	66.4
Contract construction	15	28	86.7
Trans. & public utilities	*	*	...
Wholesale and retail trade	*	67	...
Finance, insurance & real estate	*	*	...
Service	*	*	...
Government	129	183	41.9
All other nonmanufacturing[b/]	112	148	32.1
All other nonagricultural[c/]	208	140	-32.7
Agricultural	350	179	-48.8

* Figures withheld to avoid disclosure of individual operations.

a/ Employment data are based on place of work rather than place of residence.

b/ Includes employment in nonmanufacturing industries noted by an asterisk.

c/ Includes self-employed, unpaid family workers, and domestic workers in private households.

TABLE 7.--Occupation of Sloane County Workers

Occupation	County	Percent of County Total	State	Percent of State Total
Professional	155	7.6	274,778	16.0
Managerial	64	3.1	146,148	8.5
Sales	94	4.6	111,564	6.5
Clerical	197	9.6	307,107	18.0
Craftsmen	414	20.2	244,240	14.2
Operatives	579	28.2	244,758	13.1
Transportation Operators	62	3.0	69,586	4.1
Non-farm Laborers	161	7.8	82,661	4.8
Farmers	53	2.6	25,362	1.5
Farm Laborers	79	3.8	20,805	1.2
Service Workers	162	7.9	169,049	9.9
Private Household Workers	30	1.5	38,192	2.2
Total	2,050	100.0	1,714,250	100.0

Note: Details may not add to total due to rounding.

TABLE 8.--Average Number of Establishments, Average Employment, Total Wages, and Average Wage Per Employee for the 12 Month Period Ending October 1, 1971[a/]

Item	Construction	Manufacturing	Trade	Services	Total[c/]
Sloane County					
Average no. of establishments	5	...	5	**	12
Average employment	26	...	42	**	91
Total wages	$106,730	$ ...	$108,412	$ **	$297,987
Average wage per employee	$ 4,105	$ ...	$ 2,581	$ **	$ 3,274
Percent of county to state average wage	52.7	...	46.3	**	49.7
State average wage per employee	$ 7,795	$ 6,906	$ 5,570	$ 5,693	$ 6,585

** Figures are not published for less than three establishments.

a/ Coverage includes nonagricultural employers having four or more workers for 20 weeks within a calendar year. It excludes government, railroad, self-employed, domestic service, unpaid family workers, and some nonprofit organization.

b/ There is no manufacturing in Sloane County

c/ Total includes other employment sectors in addition to those shown.

Work-Residence Information

TABLE 9.--Work Residence Information for Sloane County, April, 1960

	Number	Percent of Total
Total resident workers reporting a place of work[a/]	1,485	100.0
Places of work reported:		
Sloane County	745	50.2
Out-Commuters from Sloane County		
Madison County	75	5.0
Orange County	150	10.1
Albemarle County	267	18.0
Rockingham County	17	1.1
Charlottesville City	210	14.1
Fluvanna	4	0.3
Elsewhere	17	1.1
Total	740	49.8

In-Commuters to Sloane County

Residence	Number
Albemarle County	28
Culpeper County	4
Madison County	20
Orange County	22
Charlottesville City	13
Harrisonburg City	5
Total	92

Total out-Commuters = 740
Total in-Commuters = 92
Net out-Commuters = 648

Note: Details may not add to totals due to rounding.

a/ Resident workers not reporting a place of work totaled 34.

Section VI - Major Employment Sectors

Manufacturing

TABLE 10.--Measures of Manufacturing in 1967

Item	Sloane County	State	Percent of State
Number of establishments:			
Total	1	4,938	0.0
With 20 or more employees	...	1,620	...
All employees:			
Total number (000)	*	339.8	...
Payroll (million dollars)	*	$1,905.1	...
Production workers:			
Total number (000)	*	268.2	...
Man-hours (millions)	*	535.0	...
Wages (million dollars)	*	$1,296.1	...
Average wage/hour	*	$ 2.42	...
Value added by manufacture (million dollars)	*	$4,067.7	...
Capital expenditures, new (million dollars)	*	$ 347.0	...

* Withheld to avoid disclosure of individual operations.

Retail Trade

TABLE 11.--Measures of Retail Trade in 1967

Item	Sloane County	State	Percent of State
No. of establishments	45	32,315	0.1
Sales:			
Total sales ($000)	4,634	$6,150,202	0.1
Per capita sales[a/]	883	$ 1,323	66.7
Total payroll ($000)	308	$ 709,339	0.0

Item	1967 Total Sales ($000) Sloane County
Lumber, building materials, and hardware	*
General merchandise	616
Food	1,047
Automotive	*
Gasoline stations	1,618
Apparel	*
Home furnishings and equipment	...
Drugs and sundries	...
All other	1,353
Total	4,634

* Withheld to avoid disclosure of individual operations and included in "all other."

a/ The population figure used in determining per capita sales is the 1970 Census of Population figure.

TABLE 12.--Taxable Sales for the Twelve Months Ending December 31, 1971[a/]

Item	Sloane County	State
Average number of registered dealers:		
12 months ending December 31, 1971.....	89	76,184
Percent of state average.....	0.1	100.0
Total taxable sales:		
12 months ending December 31, 1971.....	$2,616,063	$7,933,749,775
Percent of state total.....	0.0	100.0
Per capita sales:[b/]		
12 months ending December 31, 1971.....	$ 498	$ 1,707
Percent of state average.....	29.2	100.0

[a/] Taxable sales and retail sales differ. Included in taxable sales but not in retail sales are equipment rentals; repairs; sales made by hotels, motels, and tourist campus; and a use tax on items which are purchased outside the state but brought into the state for final use. Included in retail sales but not in taxable sales are gasoline; automobiles; ABC store sales; sales to any branch of government or to certain state-franchised public utilities; certain sales interstate airlines and shiplines; and sales by daily or periodic publications.

[b/] The population figure used in determining per capita sales is the 1970 Census of Population figure.

Wholesale Trade

TABLE 13.--Measures of Wholesale Trade in 1967

Item	Sloane County	State	Percent of State
No. of establishments	...	4,577	...
Total sales ($000)	$...	$6,162,254	...
Total payroll ($000)	$...	$ 339,005	...

Selected Services

TABLE 14.--Measures of Selected Services in 1967[a/]

Item	Sloane County	State	Percent of State
No. of establishments	7	19,986	0.0
Receipts:			
Total receipts ($000)	$171	$ 835,314	0.0
Per capita receipts[b/]	$ 32	$ 180	17.8
Total payroll ($000)	$ 23	$ 273,615	0.0

a/ Selected services cover hotels, motels, camps, trailer parks, personal services, miscellaneous business services, automobile repair and services, and garages. Also included are miscellaneous repair services, motion pictures, and amusement and recreation services. Nonprofit membership recreations services are excluded.

b/ The population figure used in determining per capita receipts is the 1970 Census of Population figure.

Agriculture

TABLE 15.--Selected Measures of Agriculture in Sloane County

Item	1964	1969
Number of farms	437	227
Commercial[a/]	176	123
Part time	161	65
Part retirement	100	39
Abnormal	...	...
Percent of land area in farms	58.8	34.8
Average size of farms	131.8 acres	149.9 acres
Market value of all farm products sold	$1,916,650	$1,452,038
Land in farms	57,590 acres	34,048 acres
Cropland	12,983 acres	13,409 acres
Woodland on farms[b/]	22,983 acres	11.471 acres
Irrigated land	54 acres	... acres
Other land of farms	21,832 acres	9,168 acres

Commercial farms by sales categories, 1969[c/]	Number of Commercial farms		Percent distribution of commercial farms	
	County	State	County	State
Class 1	10	2,816	8.1	7.3
Class 2	9	3,525	7.3	9.2
Class 3	6	5,313	4.9	13.8
Class 4	22	8,760	17.9	22.8
Class 5	35	10,677	28.4	27.8
Class 6	41	7,343	33.3	19.1
Total	123	38,434	100.0	100.0

Principal sources of county farm income in 1969 were:

$1,378,743 from livestock, poultry, and their products.
63,388 from crops including nursery products and hay.
9,907 from forest products.

Note: Details may not add to totals due to rounding.

a/ Commercial farms are all farms with sales of $2,500 or more and those farms with sales of $50 to $2,499 in which the farm operator is under 65 years of age and works no more than 100 days a year off the farm.

b/ Includes woodland pasture.

c/ Sales by classes are: Class 1 - $40,000 and over; Class 2 - $20,000 to $39,999; Class 3 - $10,000 to $19,999; Class 4 - $5,000 to $9,999; Class 5 - $2,500 to $4,999; Class 6 - $50 to $2,499

Section VII - Government

Type

Sloane County is divided politically into three election districts and from each of these the qualified voters elect a representative, or supervisor, to serve for a period of four years on the county board of supervisors. These districts were formed in order to comply with the one man-one vote principle. The supervisors have no election district functions, but they are individually responsible to their electorate. Collectively they form the Sloane County Board of Supervisors, which has charge of the policies governing the financial affairs of the county. They meet once a month, or more often if necessary, at the courthouse located in Barnardsville, the county seat. Other county officials are chosen by the electorate of the entire county including the town of Barnardsville, which is politically a part of the county and district in which it is located. The magisterial district lines in the county are being retained for legal and historical purposes.

The incorporated town of Barnardsville is governed by a mayor and three member town council elected by the voters of the town only. Since an incorporated town is part of the county, the ordinances and regulations of the county are effective in it, and since the citizens of the town are subject to two governments--both county and town--they may vote for officials of both governing bodies. However, county residents do not vote for, or come under the government of, the town officials.

Planning Activities

Sloane County has an active planning commission. The commission has recommended projects, such as water system improvements, to county supervisors for consideration.

Public Safety

Police protection - Public safety is provided by the county sheriff and his deputies as well as by several assigned troopers of the State Police Force. Equipped with radio cars and a network communication with the State Police facilities, these men provide for the safety of the area.

Fire protection - Volunteer fire companies are organized at Tucker and Barnardsville. Members of these companies are trained in first aid and rescue work as well as in fire-fighting.

Rescue squads - The Sloane County Rescue Squad, Inc., a volunteer organization, provides rescue and emergency services to the county.

TABLE 16.--Consolidated Statement of Fund Accounts for the Year Ended June 30, 1971

Description	Amount	Percent of Total Credits
Adjusted Balance July 1, 1970		
Credits		
Revenue:[a]		
From local sources	362,806	30.7
From the commonwealth	590,871	50.0
from the federal government	80,179	6.8
Total revenue	1,033,856	87.6
Nonrevenue:[b/c]	146,565	12.4
Total credits	$1,180,421	100.0
Total credits and balance	$1,179,652	

Description	Amount	Percent of Total Debits
Debits		
Government operating expenses	$ 256,673	21.4
School operating expenses	699,337	58.4
Capital outlays	210,526	17.6
Interest and other debt costs	14,890	1.2
Redemption of debt[c]	16,410	1.4
Total debits	$1,197,836	100.0
Balance, June 30, 1971	$ -18,184	

Note: Details may not add to totals due to rounding.

[a] The annual or periodic collection of taxes and appropriations from the state and federal governments and sums from other sources which increase the cash of a fund but do not increase a liability or a reserve of the fund.

[b] Nonrevenue includes the additions to cash other than those from revenue sources such as receipts from the sale of assets or bonds and the recovery of expenditures. Proceeds of temporary loans made for operating purposes are not included.

[c] In contrast to state fiscal statements where borrowing and debt redemption are not treated as revenues and expenditures, borrowing is here treated as a current credit (nonrevenue), and the redemption of debt as a current expenditure.

Assessed Value and Net Debt

TABLE 17.--Total Assessed Value and Net Debt in Sloane County

1970 Total Assessed Value[a]	1970 Net Debt[b]	Percent of Net Debt to Total Assessed Value
$6,709,843	$476,950	7.1

[a] Total assessed value of all locally taxable property for the tax year 1969.

[b] Net debt as of June 30, 1969.

Total Tax Levies

TABLE 18.--Total Assessed Value and Total Levies Collected from All Locally Taxable Property in Sloane County, 1969

Type of Tax	Assessed Value, 1970	Local Levies 1970[a]
Real estate	$3,977,667	$178,995
Tangible personal property.....	854,893	47,019
Public service corporations[b]	1,513,155	68,092
Machinery and tools.....	...	...
Merchants' capital	364,128	3,641
Total	$6,709,843	$297,747

[a] Town levies imposed by incorporated towns for town purposes are not included.

[b] Public service corporations are taxed on real estate and tangible personal property.

Real Estate

TABLE 19.--Real Estate Assessment Ratios and Property Tax Rates

Area	1971 Nominal Tax Rate Per $100	1971 Assessment Ratio	Effective True Tax Rate Per $100
Sloane County	$4.50	.20	$.90

Sources: County Commissioner of the Revenue; Town Treasurer.

Machinery and Tools

Machinery and tools are not separately classified in Sloane County; they are taxed as other tangible personal property.

Tangible Personal Property

TABLE 20.--Tangible Personal Property[a/]

Area	1971 Nominal Tax Rate Per $100	1971 Assessment Ratio	Effective True Tax Rate Per $100
Sloane County	$5.50	.20	$1.10

a/ Tangible personal property includes motor vehicles, boats and motors, trailers, livestock, farm machinery and tools, business furniture and fixtures, and household effects. Tangible personal property of manufacturing establishments such as office furniture and fixtures, trucks, and company cars are not taxed locally. A manufacturer is taxed on these items at the state rate of 30¢ per $100 book value.

b/ Assessed as ratio to fair market value.

Sources: County Commissioner of the Revenue; Town Treasurer.

Merchants' Capital Tax

TABLE 21.--Merchants' Capital Tax[a/]

Area	1971 Nominal Tax Rate Per $100	1971 Assessment Ratio[b/]	Effective True Tax Rate Per $100
Sloane County	$1.00	1.00	$1.00

a/ Merchants' capital is defined as inventory of stock on hand, the excess of bills and accounts receivable over bills and accounts payable, and all other taxable personal property not offered for sale as merchandise. (This tax applies mainly to retailers and wholesalers. A manufacturer is taxed on these items as the state rate of 30¢ per $100 of book value).

b/ Assessed as ratio to inventory.

Sources: County Commissioner of the Revenue; Town Treasurer.

Other Taxes

A fee of $10 is charged for county license tags for all automobiles and trucks; also, professional occupational licenses are levied in the county.

Section IX - Transportation

North-south Route 20 and east-west Route 30 intersect at Tucker in eastern Sloane County. Both of these highways are part of the state arterial network. Four-lane Route 20 gives access to Washington, D.C. to the north and to Rurbania to the south. The four-laning of Route 30 from Tucker west to Interstate 60 in Harrisonburg is planned for completion in 1975.

Trucking - Seven motor carrier firms provide trucking service to the towns of Sloane County. Two of these offer both interstate and intrastate service, and five have interstate authorization only.

Bus - The Trailways bus line from Washington, D. C. to Rurbania passes through Tucker, providing the area with daily passenger schedules in each direction.

Railroads

The main line of the Southern Railway from Washington, D. C. to the South passes through adjoining counties. The Cheaapeake and Ohio, an east-west rail line, connects with the Southern at Orange and passes through Rurbania or express from Sloane County. Passenger service is also available in Rurbania.

Licensed Public Airports

The nearest airport offering commercial airline service is the Rurbania Airport less than ten miles south of the county line. This field is served by Piedmont, Cardinal, and Shenandoah Airlines, has one hard surfaced runway 6,000 feet in length, and offers lighting and fuel. It is attended during the day and charter service, flight instruction, surface transportation, and repairs are available. Food and lodging are nearby. Several flights a day to nearby cities and Washington, D. C. are scheduled from this airport and nation-wide connections are made for passenger, air freight and air express services.

Section X - Utilities

Waterworks Systems

Oak Ridge School: This system is owned by Oak Ridge School, a preparatory school for boys. The source of supply is three drilled wells. Disinfection of the water from two wells is accomplished by gas chlorination. Water from the third well is pumped directly into the system. Storage in the system is provided by a 40,000-gallon covered concrete reservoir. Average water hardness is 1.8 grains per gallon. Average daily usage is 0.0211 mgd.

Greene Mountain Lake: This system is owned by the Nathaniel Green Development Corporation. This housing project is under development with two connections to the water system at present. The source of water supply is a drilled well with a safe yield of 0.032 mgd. Pneumatic storage capacity of 120 gallons is provided. Water hardness is 3.5 grains per gallon. Average daily usage is 0.007 mgd.

Lake Japonica: This system is owned by W. E. and J. F. Butler. This project is under development with eight connections to the water system at present. The source of supply is a drilled well with a safe yield of 0.072 mgd. Pneumatic storage capacity of 240 gallons is provided. Treatment consists of iron and manganese removal filters. Water hardness is 8.5 grains per gallon. Average daily usage is 0.029 mgd.

Mayodan Service Authority: This system is owned by the Mayodan Service Authority and is presently under construction. When completed, this facility will replace the present Barnardsville water system. Raw water is obtained from the Mayodan River. The water treatment process consists of presedimentation, coagulation, flocculation, sedimentation, filtration, and chlorination. The treatment plant has a design capacity of 0.216 mgd. Total storage in the distribution system is 100,000 gallons.

Town of Barnardsville: This system is owned by the town of Barnardsville. The source consists of three drilled wells and a number of springs. Storage in the distribution system is provided by a 110,000-gallon covered concrete reservoir. Average daily consumption is approximately 0.042 mgd. Average water hardness is 2.3 grains per gallon.

Sewerage Systems

Oak Ridge School: This system is owned by Oak Ridge School. The plant is designed to serve 267 persons. Treatment consists of am Imhoff tank and a sprinkling filter.

Town of Barnardsville: This system is owned by the town of Barnardsville. The plant is designed to serve a population of 625 persons. Treatment consists of an Imhoff tank, sprinkling filter, and final sedimentation.

Water and Sewerage Rates

Barnardsville

Water rates per month:

First 3,000 gallons	$3.00 minimum charge
Next 8,000 gallons	.50 per 1,000
All additional	.40 per 1,000

Sewerage charge is $3.00 per month

Electricity

Several power companies provide various services to Sloane County residents. Nearly half of the county is supplied electric power by the Edison Company of the State. The Northern Piedmont Electric Cooperative also provides electricity to about half of Sloane County, including the town of Barnardsville. Other power companies serving small portions of the county are the Commonwealth Electric and Power Company and the Central Electric Cooperative.

Natural Gas

Large transmission pipelines of the Columbia Gas Transmission Company and the Commonwealth Natural Gas Corporation crisscross Sloane County and meet at a compressor station located in the County. The town of Barnardsville is served by Columbia Gas, Inc. a subsidiary of the Columbia Gas System of Charleston, West Virginia.

Section XI - Education

Public Schools

TABLE 22.--Selected Public School Information

Item	Sloane County	State
Number of children in 1970, Ages 7-19	1,371	1,192,883
Enrollment, 1970-71[a/]	1,324	1,133,385
Gross average daily attendance, 1970-71[b/]	1,193	1,006,230
Cost of operation per pupil in gross average daily attendance, 1970-71[c/]	$ 551	$ 724
Pupil-teacher ratio, 1970-71[d/]	23.6	22.1
Average annual teacher salary, 1970-71[e/]	$6,797	$ 8,582
High school enrollment, 1970-71[f/]	423	408,963
High school graduates, 1970-71	55	57,455
High school dropouts, 1970-71[g/]	8	17,522
Percent of high school graduates going to college, 1971	24.0	53.0
Percent of high school graduates continuing education in other than college, 1971	6.0	9.0

a/ Total number of pupils admitted to the school system; state figure adjusted to exclude double counting for transfers from one school system to another.

b/ Average daily attendance (ADA) of all schools in the county, plus ADA of pupils for whom the area pays tuition, minus ADA of pupils for whom tuition is received.

c/ Debt service and capital outlay excluded. The state figure is a weighted mean.

d/ Average number of day school pupils per classroom teaching position.

e/ Classroom teaching position (excludes supervisors, principals, and head teachers).

f/ State figure adjusted to exclude double counting for transfers from one school system to another.

g/ Pupils who drop out during the school term; summer dropouts are not included.

Private Schools

Oak Ridge School provides education for boys in grades nine through twelve. Corolla Academy is a private junior high school for boys.

Higher Education

Germanna Community College, located 20 miles east of Sloane County, serves the area. This college offers facilities for two-year instruction programs in occupational and technical fields, the liberal arts and sciences, general education, adult education, college and preparatory programs, and special training programs and services. Enrollment in the fall of 1970 was 383.

In nearby Rurbania is the State University which offers a wide range of courses at the collegiate and post graduate levels. Among its schools are those of law, business administration, commerce, engineering, liberal arts and sciences, architecture, medicine, nursing, and education. Also located there is the Institute of Textile Technology, a specialized technology, a specialized graduate institution offering courses leading to a master's degree only. Other nearby degree-granting institutions are less than 40 miles from Barnardsville to the west.

Section XII - Recreation

Sloane County is a rural area of fine farms, estates, and small communities. Livestock, horse shows, and hunts are popular local events. Since Rurbania and the University are only a few miles from the county, residents may easily take advantage of opportunities to enjoy the sports events, plays, concerts, lectures, and forums which are open to the public there.

The National Park extends along the western edge of Sloane County, and the Skyline Drive runs through this park along the tops of the Blue Ridge Mountains. Here, too, the Appalachian Trail follows the mountain ridges. There are numerous opportunities for camping, picnicking, and hiking. Shorter trails lead through the wild mountain forests to lookouts and to the falls of the South River. West of the Blue Ridge Mountains lies the Shenandoah Valley with its famous limestone caverns and regions of scenic beauty.

Hunting and fishing may be enjoyed throughout the county. In the northern part there are large areas in the watersheds of the Conway and South Rivers which are under cooperative wildlife management. This area is adjacent to the National Park and hunting is good in season. Deer and small game are plentiful and some bear are found. Fishermen will find rock and smallmouth bass and bream in the Mayodan and Conway Rivers, and in the waters of South River, Swift Run, Ivy Creek, and other mountain streams, brook and rainbow trout abound.

Sloane County now has a country club, Sloane Hills Club, on a 217 acre site located two and one-half miles from Barnardsville. The new Club has an eighteen-hole golf course, tennis courts, a swimming pool, picnic facilities, and lakes stocked for fishing. A new public camping facility, Cool Springs Camping Ground, opened in the spring of 1972. This facility is located just outside of Barnardsville and has a swimming pool.

Section XIII - Other Community Facilities

Financial

TABLE 23.--Bank Deposits for Blanks Within Sloane County, April, 18, 1972

Bank	Location	Total Deposits
Commonwealth National Bank	Barnardsville	$1,047,888,333[a/]

a/ Includes deposits of branches not physically located in the county.

TABLE 24.--Federal Deposit Insurance Corporation Listings for Total Accounts and Deposits, June 30 1970[a/]

	Sloane County
Total number of accounts	3,345
Deposits:	
Total ($000)	$5,006
Per capita[b/]	$ 954

a/ Only deposits and accounts of banks and branches physically located in the county are shown.

b/ Population figure used in determining per capita deposits is the 1970 Census of Population figure.

Religious

Several Protestant denominations are represented among the more then 20 churches of the county. There are churches of other denominations, including the Roman Catholic and Jewish faiths, in nearby Rurbania. Many of the county churches maintain Sunday Schools, youth programs, and other activities.

Medical

Sloane County is within the area served by the two large hospitals of Rurbania--University Hospital with 560 beds and 66 bassinets and the Martha Franklin Hospital and Sanitarium with 124 beds and 20 bassinets. Also conveniently near is the Orange-Gordonsville Community Hospital in Gordonsville (Orange County). This institution has a capacity of 30 beds. The county public health department is located in Barnardsville and has a staff composed of a nurse, a sanitarian, and an area health director. Clinics and other public health services are programmed. There is a general practitioner located in the town of Barnardsville.

Library

The Sloane County Library is operated on a part-time basis.

Section XIV - Natural Resources

Minerals

The western part of Sloane County is in the Blue Ridge province and the remainder is in the Piedmont province. The county is underlain by igneous and metamorphic rocks. No rock or mineral production was reported in Sloane County during 1970.

In the past, copper minerals have been prospected along the Blue Ridge, and some mining has been done on a spur of Hightop Mountain north of Pirkey and at a site near Fletcher. Phyllite has been quarried north of Lydia and near Eppards Mill for use as flagstone. Gneiss has been quarried near Burtonville for local purposes. Sand a gravel occur along the flood plain of the South River in the vicinity of McMullen and along other streams in the county, and some gravel has been crushed for use in road construction.

Unakite, an ornamental variety of granite used for lapidary purposes, occurs in western Sloane County and is found in gravels in some streams in that area. Very thin layers of hematite and ocher occur in the vicinity of Quinque and magnetite is present in the alluvium along several streams in the county, but the existence of potentially commercial deposits of these materials has not been established.

Ground Water

The western half of Sloane County is in the Blue Ridge Province and the eastern half is in the Piedmont Province. Both portions are underlain by igneous and metamorphic rocks. In most areas the water table is 5 to 50 feet below the ground surface and occurs in the zone of soil and weathered material that is 5 to 100 feet thick. Water from this zone supplies most of the dug wells and springs, and also recharges the fractures and other openings in bedrock which yield water to drilled wells.

Available records indicate that up to 40 gallons per minute have been obtained from wells 90 to 300 feet deep. A 425-foot well two miles southwest of Barnardsville has yielded 35 gallons per minute. One of the town wells at Barnardsville reported to be more than 1,000 feet deep has yielded 30 gallons per minute and two other town wells, 160 and 165 feet deep, have yielded 20 and 40 gallons per minute, respectively. Three wells that have been recently constructed for the Greene Mountain Lake Subdivision has respective yeilds of 4, 6 and 20 gallons per minute. The depths of these wells ranged from 225 to 305 feet. Yields from 25 to 50 gallons per minute can probably be obtained from wells less than 300 feet deep that are carefully located to penetrate zones of broken bedrock or permeable rocks in areas of adequate recharge. There is not sufficient data available at this time to make a reliable estimate of ground water potential per unit of land area.

Large-diameter well in the zone of soil and weathered rock are typically 28 to 45 feet in depth and have a recharge rate of less than 5 gallons per minute. With their large storage capacity these wells are sufficient for domestic use where the water lies above bedrock. Springs are numerous but generally flow less than 5 gallons per minute. Several springs in the mountains near Lydia provide water for the municipal supply at Barnardsville which is supplemented by wells during low flows.

Ground water in most areas is low in total dissolved solids but in some instances it may be moderately hard, acidic and contain iron. The acid condition may cause corrosion of metal in the water system which usually results in an increase in the iron content. In general, water from the weathered zone is less mineralized than that obtained from fractures and other openings in the bedrock, but is also subject to pollution from nearby surface sources.

Surface Water

Sloane County lies on the eastern slope of the Blue Ridge and is drained by the Mayodan River and headwaters of the North Fork of the Rivanna River. The Mayodan River forms the norther boundary of the county. A stream gaging station is maintained on the Mayodan at Highway 29 crossing north of Tucker. Several miscellaneous measurements of flow have been made of the North Fork Rivanna River downstream from the county line in Rurbania.

The surface waters of this county are soft and of good quality. Records of temperature and water quality data are available for the water of the Mayodan. Flow duration and high-and low-flow sequence data are available for the gaging station near Tucker

Stream Gaging Station	Average Stream Flow Million Gallons Per Day
Mayodan River near Tucker	86

Source: Department of Conservation and Economic Development, Division of Water Resources.

Forests

According to the 1966 Forest Survey, Sloane County contains approximately 49,423 acres of commercial forest land and 14,577 acres of productive reserve forest land included in the National Park.

The ownership of commercial forest land in Sloane County is 100 percent in private holdings.

A reduction in the number of sawmills operating in and drawing sawtimber from Sloane County has reduced the annual cut. A check on the last 10 year's pulpwood production indicates that since the high year of 1961 the pulpwood cut has generally been on a decline. Approximately 3,200 cords were produced in 1967. Currently all species and size classes are growing faster than they are being cut. Softwood sawtimber volume is low in this county amounting to only 2.4 million board feet.

Quality sawtimber markets are available in permanent sawmills located in adjacent counties. There is a need for a market for low quality hardwoods.

Major forest practice needs are improvement of hardwood stands, through removal of low grade species and culls, protection of hardwood stands from grazing of livestock, and reforestation of idle farm land and heavily cutover forest land.

TABLE 25.--Selected Forestry Information for Sloane County

Forest Types	1966 Acres
Red cedar	3,354
Oak-hickory	38,091
Virginia pine	7,978
Total	49,423

Stand Size Classes	1966 Acres
Sawtimber	21,323
Pole size timber	14,685
Seedlings and saplings	13,415
Total	49,423

Inventory, 1970

Species Groups	Sawtimber[a/] (million board feet)	Growing Stock (thousand cords)
Softwoods	2.4	74
Soft hardwoods	62.2	296
Hard hardwoods	74.7	378
Total	139.3	748

Estimated Average Annual Net Growth and Cut, 1966-1970

Species Groups	Sawtimber (million board feet)		Growing Stock (thousand cords)	
	Growth	Cut	Growth	Cut
Softwoods	0.1	0.1	3	1
Soft hardwoods	2.8	0.5	12	1
Hard hardwoods	2.8	0.5	12	1
Total	5.7	1.1	27	3

[a/] Softwoods 9" DBH and over; hardwoods 11" DBH and over. DBH refers to diameter at breast height. The stem diameter is measured in inches and covers the outside bark measured at 4½ feet above the ground.

[b/] Growing stock, all merchantable trees 5" DBH and over (including sawtimber).

Additional Information

See map for land use suitability.

See map for existing land use.

See map for existing public utilities.

Section XV - Existing Development

General Land Use

Between 15 September, 1973 and 15 January, 1974, a structure use and environmental quality survey of Sloane County was undertaken and completed by the staff of the Regional Planning Commission. This was the first survey of its kind ever undertaken in the County. The field survey information was supplemented by information derived from interviews and written sources in order to analyze in some detail the extent and quality of development to which the land in the County has been put.

Sloane County is a rural county; about ninety-seven percent of the land is in agriculture, forests or is now non-productive. Only three percent is developed. Most significantly however is the intent, through subdivision, which much of the County's land has been committed. As of June 1, 1974 Sloane County land has been subdivided into no less than 33 developments comprising 5,000 acres containing 3,000 recorded lots yet to be built upon! Nevertheless, building permits have soared steadily in Sloane County since 1968, when building permits valued at $470,000 were issued. During the year 1971 for example, 123 building permits were issued totaling $1,375,000 in value. In 1973 the figures were 348 permits valued at $3,950,000. This rampant development shows few signs of abating.

Few of the subdivisions have been imaginatively planned and developed so as to provide comfortable homes with the least possible damage to the environment. Some seem to have been developed so as to take advantage of the natural beauty of the Sloane County landscape, and in so doing now pose a serious threat of destroying those very assets which make the County a desirable place in which to live.

Most sections of the County have experienced some subdivision activity of late. Western Sloane is a picturebook land of rugged terrain and mountain hollows. Consequently, it has witnessed numerous large lot "second home," resort type developments. Access to many lots has necessitated the construction of numerous roads across steeply sloping land. These subdivisions seem marketed primarily for moderate income families in Baltimore-Washington and Richmond-Norfolk urban centers. The predominant type of construction in the mountain subdivisions is the so-called A-frame or chalet home.

Central Sloane County, from northwest of Barnardsville to a point south of two, near the Rurbania line, has attracted a number of developments. These are usually centered around a man-made lake and are attracting a mixture of year-round homes, recreational homes, and mobile homes.

Elsewhere in the County, the survey reveals a scattered land use pattern with some clustering at Barnardsville, Quinque, Tucker, the "Corner Store Area" (Routes 670 and 607) and the larger mountain hollows. The "Corner Store" areaof southeastern Sloane is experiencing rather extensive development, most of which is planned as first home single family or duplex housing for families who commute to work in nearby Rurbania. There are also numerous subdivisions popping up at scattered locations throughout the central and eastern parts of the County. Of particular importance are those developments which are beginning to "strip" along Route 20 and Route 30. Comparatively few lots in recently developed subdivisions (excluding resort subdivisions) are occupied by conventional houses on weather tight foundations.

Agriculture

There seems to be a considerable amount of rural non-farm housing in Sloane, most of which fronts on secondary roads. Full time farming, though a declining activity, is prominent throughout the County where terrain permits. The bulk of farm income derived from the sale of livestock, poultry and their products. Numerous dairy cattle farms dot the northeast section of the County while poultry raising and beef cattle can be found almost anywhere east of the Blue Ridge Mountains.

Commercial

As of 15 January, 1974 there were 81 retail establishments in Sloane County, of which 22 are vacant and 20 structurally substandard. A list of retail goods and services by type gives some indication of the retail selection offered by local merchants to Sloane County citizens.

Sloane County Commercial Establishments

General Stores	15
Grocery Stores/Gas	6
Auto Sales/Service	6
Motels	4
Restaurants	3
Miscellaneous retail	10
Miscellaneous services	14

Among commercial establishments notable for their absence in Sloane County are pharmacies, variety stores, clothing stores and supermarkets.

The spatial distribution of commercial establishments in Sloane County has developed along three basic patterns: (1) the isolated general store serving rural customers; (2) highway oriented establishments located in strip fashion along U. S. Route 20 from Tucker to about one-half mile south of town; and, to a lesser extent, along U. S. 30 from Tucker to Barnardsville; (3) minor clusters of stores and services in the existing communities of Barnardsville, Quinque, and Tucker.

Most Sloane County citizens drive to Rurbania to do the bulk of their shopping.

Housing

According to the 1970 U. S. Census, about 42% of Sloane County's housing was substandard (overcrowded and/or lacking complete plumbing facilities). Statistics from a housing survey conducted by Sloane County Economic Development Corporation in January, 1973 tend to substantiate the 42% figure.

According to the field survey, 28% of all housing was either deteriorating or dilapidated. (The field survey was a visual appraisal of exterior structure condition and was quite liberal in rating housing conditions.) Regardless of which survey is utilized, it seems that a hard core of 600 substandard dwelling units exist in the County. Significant concentrations of poor housing and poor housing environments occur in the following locations: Route 637 at Route 647; near Route 673; Route 1001 north of Barnardsville; Route 610 at Route 618; Route 623 at Route 624; Route 630 at Route 626; Route 810 at Route 615; Route 635 (Mutton Hollow); Route 627 west of Route 632 (Bacon Hollow); Route 628 at Route 601; U. S. Route 33 near Route 677; Route 607 near Orange County line.

Compared with other jurisdictions in the Regional Planning District overall quality of housing in Sloane is as good as or is better than that for the other rural Counties. However, the percentage of housing which is substandard in Rurbania and the State is considerably less than the like percentage for Sloane County. The greatest housing problem facing Greene County, indeed, facing almost all rural Counties, is the shortage of sound, sanitary housing available at prices prople can afford to pay. Moderate and low income families who desire to live in or continue to live in Sloane County do not have a wide choice of housing types or prices and rents. Consequently, one housing alternative chosen by many is the mobile home. Between 1960 and 1970, the number of occupied mobile homes increased from 30 to 144 or a whopping 380%. According to the field survey, the number of movile homes in the County increased to 380 by January 15, 1974 or 19.4% of all occupied, non-seasonal dwelling units in the County. The mobile home parks in Sloane County are few in number and

small in size. The great majority of mobile homes are scattered across the countryside with significant concentrations in the hollows and in some of the rural subdivisions.

One very important side effect to the limited housing supply is the negative impact such a situation has on County efforts to attract new industry. Companies hesitate to locate in areas where the supply of housing is inadequate. This is so because of the difficulty of attracting employees. In essence, an unhealthy, self-sustaining housing cycle now exists in Sloane County. New housing will be constructed only when the demand is evident, and industries may continue not to locate in Sloane County at least in part because of the housing scarcity. The low supply of housing is not due in any way to a lack of subdivision lots. As noted earlier, there exist now enough vacant recorded subdivision lots to more than triple the County's current population.

Section XVI - Population and the Economy

Introduction

Population growth results from natural increase--an excess of births over deaths--and immigration--an excess of people who move into an area over those who leave it. Expansion of economic opportunity will attract people to an area, while lack of economic opportunity pushes people elsewhere to look for jobs. The extent and nature of economic opportunities can also affect the natural increase rate because of their influence on the age, education and income levels of the population and therefore on birth and death rates.

A plan looks at past relationships between the economy and population in order to know the present, to forecast the future, and to choose policies so that the future will bring progress toward desired goals.

Population Growth and Characteristics

Sloane County's downward population trend which was halted in the 1960's was due to continuing out migration of the County's natural growth. By 1970, a drastic reduction in our migration was sufficient to stop the population decline, despite a decrease in the rate of natural growth.

The median age for Greene County residents has been getting older, while that for the State has been getting younger. The combination of lower birth rates and the virtual elimination of our migration has resulted in changes in the age composition of Sloane County's population. The 1970 Census shows a smaller proportion of the population under 20 years old and a larger share in the 20-39 age groups than were present ten years earlier. This shift has reduced the share of the older and younger dependent ages and increased the population's share of working ages. The County has not kept up with the State trend in this direction, however. The median years of school completed by Sloane Countians has been increasing and in 1970 was 8.4 years. The state median in 1970 was 11.7 years.

A breakdown of family income levels shows the preponderance within the County of the lower range incomes (less than $8,000), as compared to State income levels. The lower range of income reflects the lower occupation of Sloane County residents in relation to those for the State. They also reflect lower wage levels. Manufacturing operatives comprise by far the largest share of occupations for County residents; average wages of operatives are lower for Sloane County residents that Statewide wages.

The Economy

While resident employment was rising during the 1960-1970 decade, employment at places of work within the County continued an earlier decline. Out migration was replaced by out commuting, as more Sloane County residents commuted to jobs in the expanding Rurbania economy. Commuting into Sloane County was much less.

The decrease in local jobs was due primarily to the drop in County agricultural employment. Manufacturing was never strong in Sloane County and its decline during the past two decades has been even more dramatic than that of agriculture. Agriculture and manufacturing are among those industries generally considered to provide "basic" employment, because their products are sold outside the local economy, thereby bringing income into an area. By 1970, agriculture was providing virtually all the basic employment within the County, with the exception of a very few manufacturing and regional utility jobs.

As noted, however, the past decade has witnessed an alarming decline in Sloane County's agriculture industry. Between 1959 and 1969, the County lost 54.5% of its farms and 41.9% of its farmlands--the greatest decrease of any County in northern Piedmont. Why this rapid decline? The reasons are numerous--increased costs for land, equipment, and labor; higher taxes due to land speculation and development; and a declining interest in farming as an occupation by young people. Unless recent trends in farming are reversed and/or new industries captured, the economic base of Sloane County will be severely weakened in the not too distant future.

While "basic" employment has decreased, "supporting" employment within the County has grown. Supporting employment such as retail trade and the various service sectors, is generated by the income brought into the economy by the basic industries. It recirculates money already in the local economy and, therefore, is not expected to generate new growth.

Ordinarily, supporting employment would not be expected to increase when basic employment is declining. However, in Sloane County supporting employment has expanded to meet some of the service needs of the resident population who work elsewhere. Not all the supporting jobs generated by Sloane County residents are located in the County. Retail sales, for example, are lower than what might be expected in relation to the size of resident incomes and the difference is made up in service centers outside the County, primarily Rurbania. Thus Sloane is losing sales tax revenue which might be retained if the County had an adequate shopping center.

Policy Choices

Future population and economic trends will depend on some factors over which county policy has no control; on others where local public decisions can have only indirect and uncertain effect on decisions by private individuals or by other public bodies; and on some factors where local governmental decisions can be expected to have major impact.

The decline in the County's natural increase rate has been caused by a lower fertility rate--fewer number of births to women of child bearing age--which is a national trend and not a matter for local public policy. The development of capital, of supplies of raw materials and of markets for manufactured products are also largely outside the control of local government. Labor supply is also important and this has been developing in Sloane County. Past individual decisions to work in Rurbania and to live in Sloane County were made largely outside the realm of conscious County policy. The decisions of County government on taxes, expenditure for services, capital improvements and regulation of the use and subdivision of land can be used consciously to encourage or discourage this pattern. Where residential development is encouraged will affect whether it will attract daily commuters or weekend commuters.

Public policy, also, towards agriculture, recreational and other open space uses, manufacturing, and commercial services can add incentives or disincentives to use of the land for these purposes.

Population Forecast

The accuracy of population forecasting for any political jurisdiction in the United States is questionable during these times of economic instability, changing social values, and increased citizen mobility.

The downward trend of Sloane County's population begain in 1910 and was not halted until the decade of the 1960's. Since 1960, the economic base of the Rurbania area has expanded significantly, and with this growth has come a more affluent and mobile population. In spite of a declining birth rate, Sloane County's proximity to a growing Rurbania has served to attract families who work in Rurbania but who choose to live in Sloane. Furthermore, it is expected that Greene County will soon attract one or two "clean" manufacturing plants, thus broadening its own economic base. A second phenomenon affecting the growth in Sloane County is a slow in migration of year-round residents who have retired from their jobs in the large urban centers of the state.

Barring a serious economic recession in the future, and assuming that personal mobility will remain high, it seems almost a certainty that Sloane County's population will continue to increase at an accelerating pace during the next 25 years. As the following goals, objectives, and policies indicate, Sloane County citizens desire their County to retain its rural character while absorbing a fair share of the region's growth. This means that the County must be willing to take all necessary steps to halt the decline of agriculture, while directing non-farm growth into the best possible development patterns.

The State, through the Division of State Planning and Community Affairs, has arrived at a set of population projections which show an annual growth rate for Sloane of 1.2% during 1971-1980; 1.4% during 1980-1990; and 1.5% for the period 1990-2000. The State thus forecasts that Sloane County will grow from the 5,248 persons counted during the 1970 U. S. Census to 8,000 people in the year 2000.

The field survey conducted from 15 September, 1973 to 15 January, 1974 revealed a total of 1,969 year round occupied dwelling units in Sloane County. Taking the regional rate of around 3.2 persons per dwelling unti and applying it to the Sloane housing count indicates the County's current population to be closer to 6,300. Using this figure as a base, the population of Sloane County is projected to increase by 1.4% annually to 6,900 during this decade. From 1980 to 1990, the annual rate will increase to 1.6% for a 1990 population of 8,100. Between 1990 and the year 2000, the rate will be 1.7% annually, yielding a year 2000 figure of 9,600 people--about 1,600 more than the State predicts for Sloane County at the end of this century.

Section XVII - County Goals, Objectives and Policies

A County Comprehensive Plan can be an effective guide only to the extent that County citizens will support it. One of the most important means of obtaining this support is through citizen participation in the development of County goals and objectives. An adhoc Citizens Goals Committee was therefore established for this purpose. The Committee was composed of twenty-five citizens representing, to the greatest extent possible, a broad range of ages, residence locations, economic conditions and land use philosophies. A member of the Sloane County Planning Commission was present at all meetings.

Of top priority, then, in the development of a Comprehensive Plan for Sloane County is the completion of a statement of goals that represent a hope for the future, expressed in general and sometimes abstract terms. It should be emphasized that goals ought to represent, not what past trends indicate will occut, but what is thought to be desirable for the County.

Goal achievement is primarily dependent upon a statement of objectives; specific ends which are expressed in concrete terms capable of being measured. Often, an objective is stated as a specified level of attainment to be met. A logical sequence of operations to be performed in attaining objectives are known as policies. These policies are guides to action; they spell out what design criteria should be followed and what actions or programs should be undertaken by the Sloane County government.

In reflecting on these goals, objectives, and policies, and the Comprehensive Plan they will help produce, it is important to remember that those characteristics of development deemed desirable are attainable, and that those considered undesirable are not necessarily inevitable.

General Goals

1. Ensure a planning process which encourages the greatest possible citizen understanding of an involvement in public decisions affecting the quality of life in Sloane County.

2. Enhance those economic and social capabilities of the citizens of Sloane County which can help them achieve a satisfactory and fulfilling life.

3. Provide for an orderly land use development pattern serviced by adequate public utilities, commercial services, and community facilities.

4. Provide an adequate supply of safe liveable housing which matches the varied needs and income levels of the County's present and future population.

5. Respect natural resources and historic values including the protection of critical environmental areas and the preservation of historically important buildings and sites.

Sloane County is a small rural county with 97 percent of the land in agriuclture, forest, and non productive uses. The eastern slopes of the Blue Ridge Mountains from the National Park to the piedmont comprise the western portion of the county, and the balance is piedmont land made up of a mixture of fields and forests. Barnardsville, the county seat, is the only incorporated area. The 1970 Census of population was 5,248; the 1975 provisions population estimate is 6,400. In 1974 there were 2,624 dwellings in the county, most of which were single family and rural in character. There are no railroads and essentially no industry. Commercial uses occupy 3.4 percent of the buildings.

As a rural county which had been continuously losing poulation for some fifty years, Sloane County had never had land use controls and needed none until the mid 1960's when the population again began to grow. At that time, pressures from Rurbania to the south and the Baltimore-Norfolk urban corridor to the east created increasing activity in Sloane County land sales during the decade of the 1960's. The place some controls on the helter-skelter development occuring throughout the county, a subdivision ordinance was passed in 1969. Nevertheless, during the five-year period 1968-1973, 31 subdivisions were recorded which contained in aggregate five thousand acres parceled into 3,428 building lots. It was computed that only 333 of the lots had homes built upon them and the remaining 3,095 lots were vacant--enough lots for triple the existing population of Sloane County. And during the period of 1959-1969, Sloane County had lost 54.5 percent of its farms and 41.9 percent of its farmland.

Faced with the destruction of agriculture, which by 1970 was providing the only basic employment in the county, with the haphazard sprouting of subdivision and with a surge in school population, the leadership of the county began to worry about county development.

County leaders were especially concerned about the (unknown) implications of becoming a bedroom community for Rurbania and at the same time a second home--recreational community for the large metropolitan centers of the northeastern United States.

Scenario Assignment

You are the new county administrator. You have been in the job ten weeks, after working for the District Health Office for three years.

You are to develop an issue paper to share with the Board of Supervisors, to help them focus on the specifics of this situation and to help them understand what all is involved in such a circumstance.

Approach the development of your issue paper with the goal in mind of covering all relevant aspects of this problem so that the Board will be able to understand, and more importantly, be able to take the next step--whatever that may be.

SLOANE COUNTY